

DRAFT

CAMERON VILLAGE + HILLSBOROUGH STREET *Small Area Plans*



April 8, 2016



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FIGURE 1. VISION FOR GROWTH ALONG HILLSBOROUGH STREET

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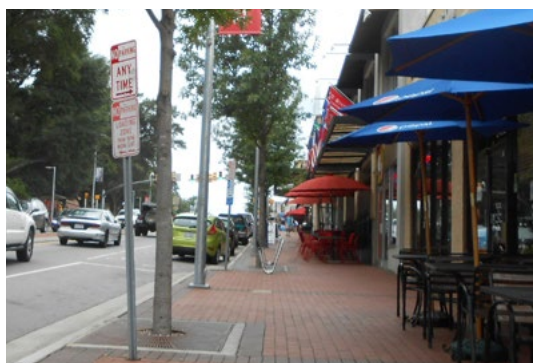
Executive Summary



Raleigh's urban core continues to see dramatic growth and reinvestment. The intown area around Cameron Village Shopping Center and Hillsborough Street benefits from diverse architectural character and adjacency to Downtown and North Carolina State University (NCSU). In recent years, the area has seen increasing pressure of development and changing demands on its transportation system.



In this context, the Cameron Village and Hillsborough Street Small Area Plans were created, building on previous plans and conceived through extensive community engagement of diverse stakeholders. The Plans will guide investment in completing bicycle, pedestrian, and transit networks, while also identifying operational improvements for traffic operations and improving the accessibility of retail parking. They also reflect consensus on the scale and character of expected new infill development.



CAMERON VILLAGE SHOPPING CENTER THEN & NOW (TOP TWO IMAGES); HILLSBOROUGH STREET THEN & NOW (BOTTOM TWO IMAGES)

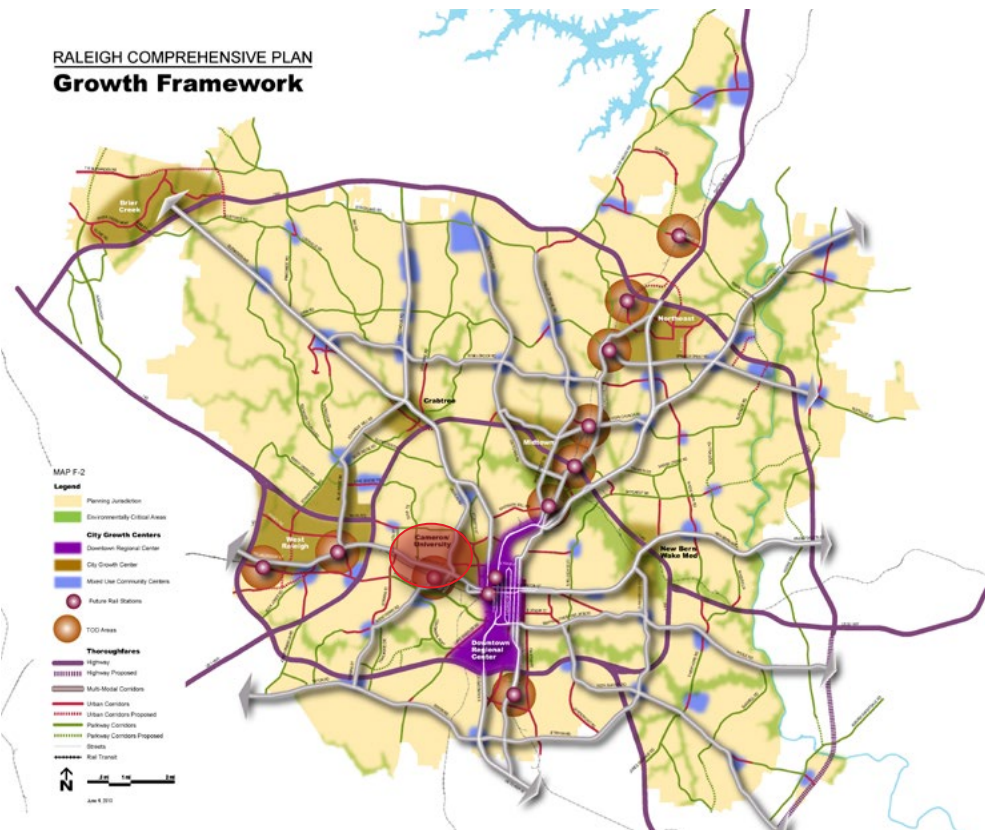


FIGURE 2. THE STUDY AREAS (CIRCLED IN RED) ARE LOCATED ADJACENT TO DOWNTOWN RALEIGH AND ALONG MAJOR GROWTH CORRIDORS AS IDENTIFIED IN THE 2030 COMPREHENSIVE PLAN (2009)

FIGURE 3. IMPROVEMENTS TO OBERLIN ROAD AT WADE AVENUE



PROJECT VISION:
Cameron Village and Hillsborough Street communities encompass a series of diverse, walkable districts, each well served by transit and with a distinct sense of place. Each community is already a popular destination that offers a wide range of amenities. Sustainable growth will enhance existing character and strengthen the desirable surrounding neighborhoods, while bringing new value to the city. The two areas connect with and complement each other, together defining great places in Raleigh.

FIGURE 4. COMPLETE STREET UPGRADES AND REDEVELOPMENT ON ENTERPRISE STREET



Project Vision

CAMERON VILLAGE VISION:

Cameron Village is already a walkable part of the city and future success will:

- Provide daily needs within walking distance and access to most destinations via transit
- Accommodate growth in a way that smartly reduces travel demand and promotes sustainable lifestyles
- Preserve and enhance neighborhood character and connectivity

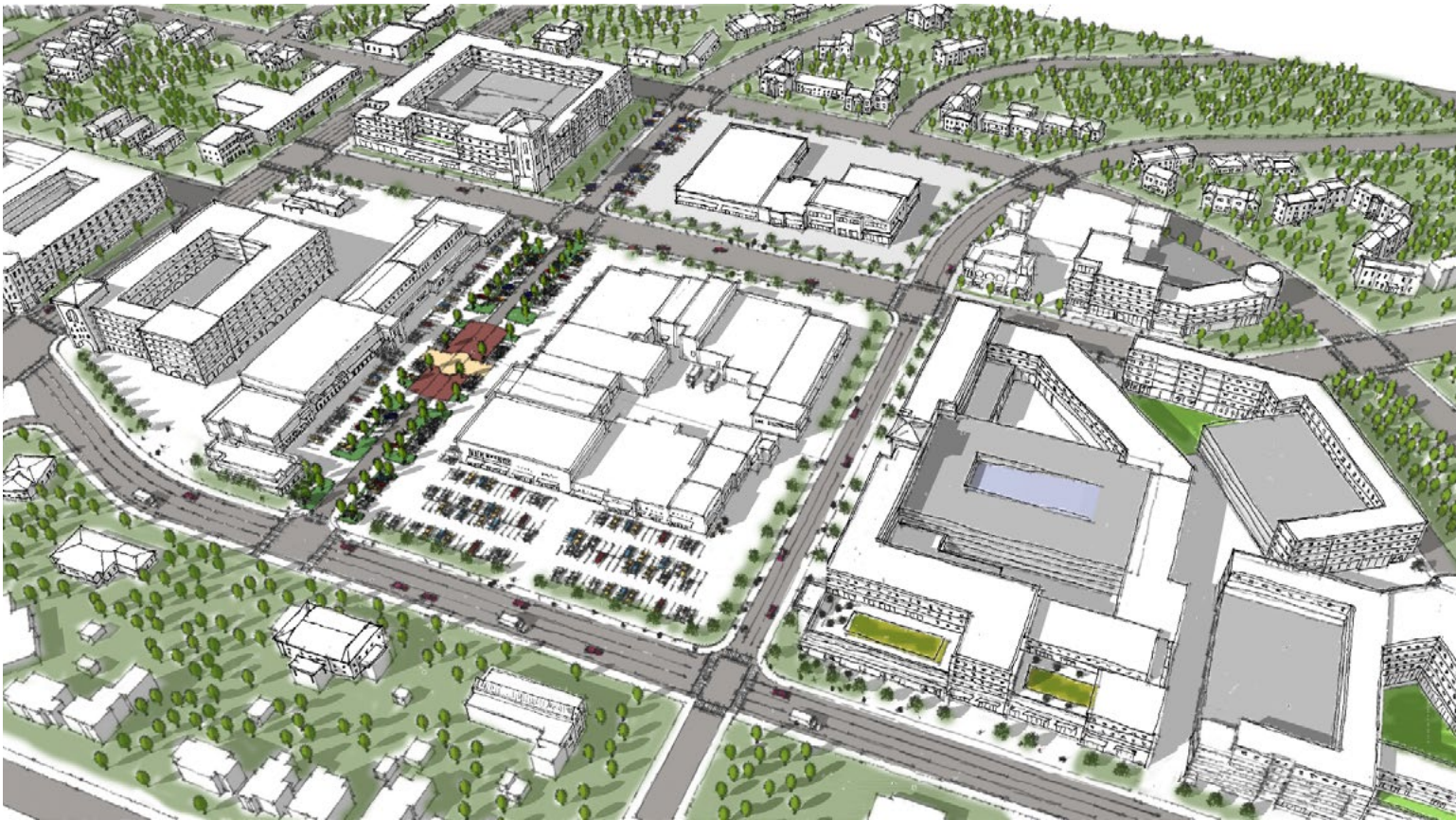


FIGURE 5. THE CAMERON VILLAGE SHOPPING CENTER HAS THE POTENTIAL FOR INCREASED DENSITY AND A NEW CENTRAL PUBLIC GATHERING SPACE WHILE MAINTAINING A HEIGHT TRANSITION DOWN TO THE CAMERON PARK AND CAMERON VILLAGE NEIGHBORHOODS.



FIGURE 6. POTENTIAL GROWTH ON HILLSBOROUGH STREET BASED ON RECOMMENDATIONS OUTLINED IN THIS REPORT

HILLSBOROUGH STREET VISION:

Hillsborough Street is the interface between NCSU and the city and future success will:

- Through adaptive use and redevelopment, preserve and add to diversity in all its forms: buildings and architecture; housing types and residents; visitors and patrons; employment and businesses; amenities and services; experiences and recreation
- Connect already thriving districts to create a robust and rich experience the length of the street
- Meet parking needs through innovative strategies and partnerships
- Build on existing strengths in arts, entertainment, and innovation to enhance the street's vitality and attract a broad spectrum of the city Village and Hillsborough Street communities

Plan Recommendations



The community vision includes conservation of historic neighborhoods, guidance for new development, and significant investment in multiple forms of mobility. Through coordination with City of Raleigh staff, public input at several public workshops, online surveys and extensive involvement by an Advisory Committee, the recommendations of the plan are focused on seven planning strategies.

Common to all seven strategies is a desire to enhance the unique character and charm of each of the six districts within the study area. The study area should be conceived as a series of connected mixed-use districts and reflect the unique character of each place and respect identified historic resources. Five walkable districts and an emerging district are shown on the following page.



1. Complete Pedestrian and Bicycle Networks

Establish “Complete Streets” that accommodate vehicles, cyclists, pedestrians, transit, and parking. Expand the pedestrian network with new sidewalks, repairs, and improvements. Incorporate bicycle facilities along key streets, and dedicated enhanced linkages between NCSU and the neighborhoods using Gorman and Gardner Streets. See Figure 8 and Figure 9.

2. Improve and Expand Parks + Open Space

Provide improvements to existing park facilities, with priority given to existing parks with outstanding maintenance issues. Encourage development to incorporate new open space through the outdoor amenity area requirements of the Unified Development Ordinance. Incorporate new open space at Cameron Village, along Hillsborough Street, and within larger new developments. See Figure 8 and Figure 9.



3. Increase Transit Options

In order to improve public transportation, work to implement the Wake Transit Plan, coordinate with other systems, consolidate and improve stops, incorporate new technology, and facilitate partnerships with employers to encourage transit use.

EXISTING INTERSECTION AND CROSSWALKS ALONG OBERLIN ROAD (TOP). EXAMPLE OF A DEDICATED BICYCLE LANE (MIDDLE); RALEIGH LITTLE THEATER (BOTTOM).

District 1



OFFICE SPACE ALONG OBERLIN ROAD

District 2



CAMERON VILLAGE SHOPPING CENTER

District 3



OFFICE SPACE ALONG HILLSBOROUGH ROAD

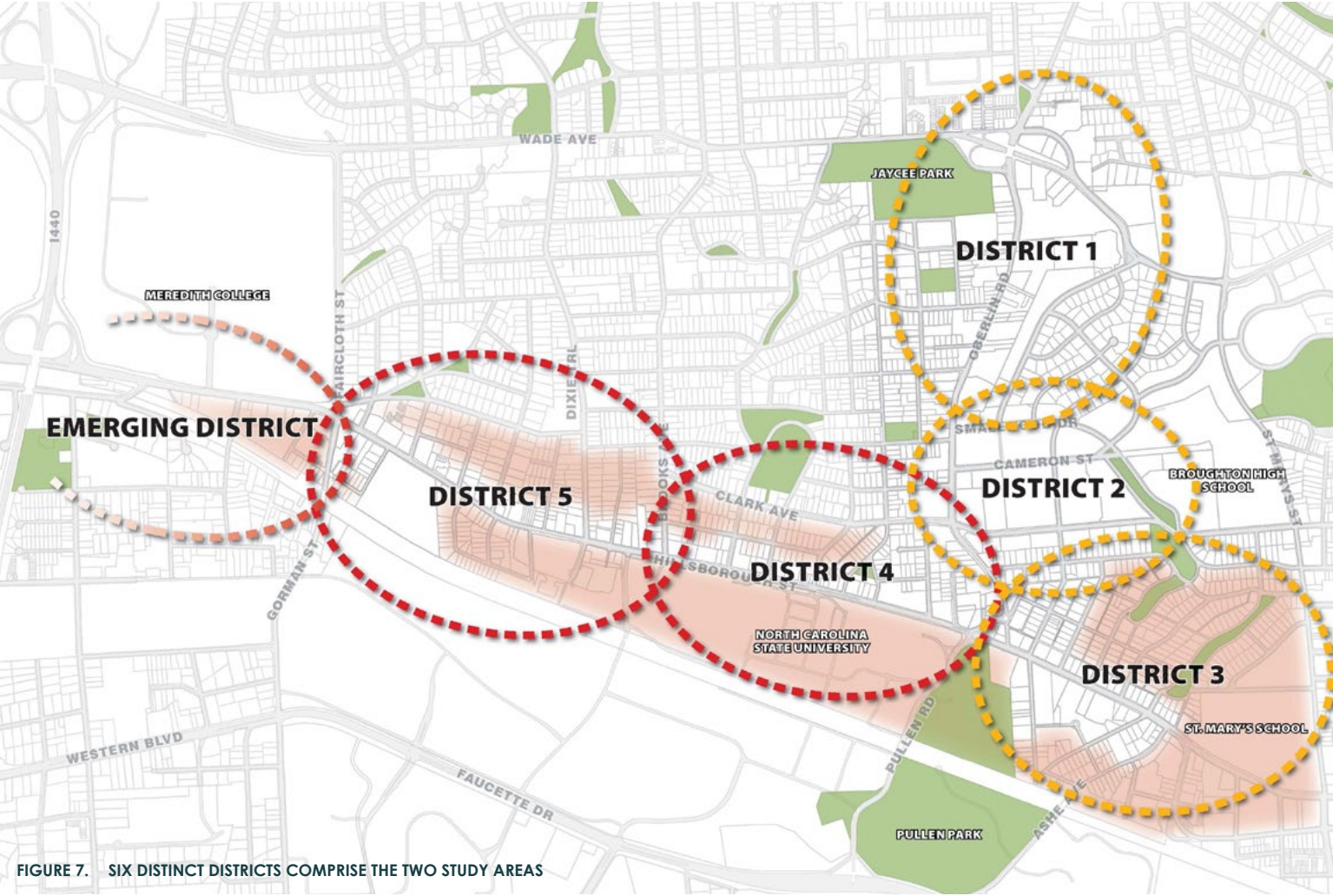


FIGURE 7. SIX DISTINCT DISTRICTS COMPRISE THE TWO STUDY AREAS

District 4



HILLSBOROUGH STREET COMMERCIAL

District 5



EAST VILLAGE GRILL

Emerging District



HILLSBOROUGH AT FAIRCLOTH/GORMAN

Plan Recommendations



TRAFFIC ON OBERLIN ROAD

4. Distribute and Calm Traffic

Prioritize transportation network modifications that enhance connectivity, including realignment of Smallwood and Bellwood Drives between Clark Avenue/Peace Street and Cameron Street, and lane reassignment on Oberlin Road between Clark Avenue to Wade Avenue to better accommodate turning movements, parking, bicycles, and pedestrians. Increase network connectivity by bisecting the superblock along Oberlin Road, between Wade Avenue and Smallwood Drive, with one or more new connections. The images below illustrate improvements to network connectivity. These are in addition to the enhancements already planned for the future phases of the Hillsborough Streetscape Improvements.



EXISTING CONDITIONS

Existing Primary Network



ENHANCED MOBILITY NETWORK

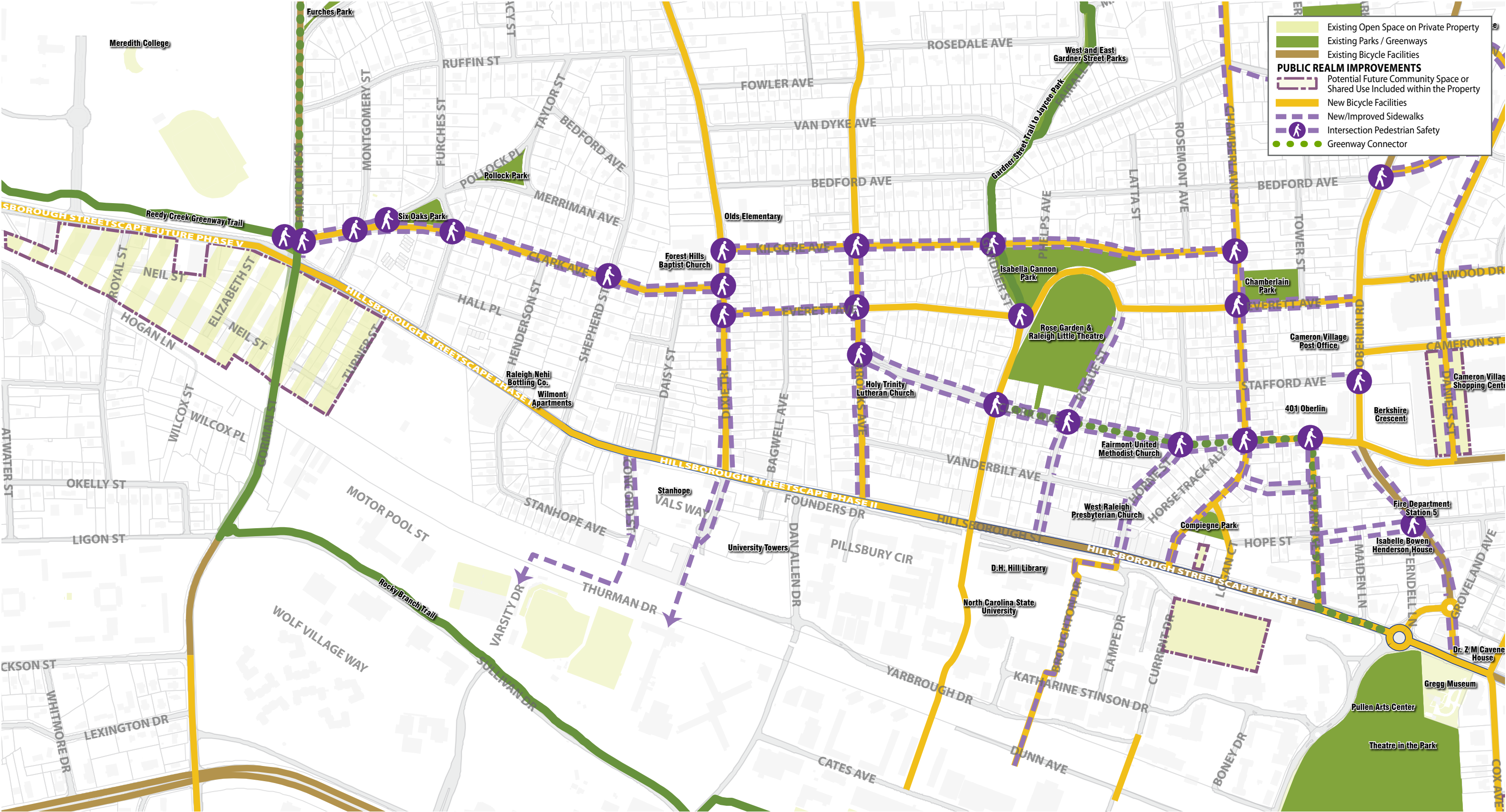
Proposed Enhanced Network
Local Street Connections



FIGURE 8. PUBLIC REALM IMPROVEMENTS PROPOSED FOR THE CAMERON VILLAGE STUDY AREA. RECOMMENDATIONS INCLUDE NEW OR IMPROVED SIDEWALKS, CROSSWALKS, AND BICYCLE LANES, PARK IMPROVEMENTS AND SUGGESTIONS FOR COMMUNITY SPACE WITHIN PRIVATE DEVELOPMENTS.

Plan Recommendations

FIGURE 9. PUBLIC REALM IMPROVEMENTS PROPOSED FOR THE HILLSBOROUGH STREET STUDY AREA
RECOMMENDATIONS INCLUDE NEW OR IMPROVED SIDEWALKS, CROSSWALKS, AND BICYCLE LANES, PARK
IMPROVEMENTS AND SUGGESTIONS FOR COMMUNITY SPACE WITHIN PRIVATE DEVELOPMENTS.



Plan Recommendations



PARKING ON HILLSBOROUGH STREET

5. Plan for Adequate and Accessible Parking

Better address parking needs by actively managing and expanding on-street parking, studying existing surface parking lots for efficiency, developing a shared parking network, evaluating parking-related City policy as it applies to mixed-use development and continued encouragement of alternative means of transportation, and encouraging provision of public parking in new private developments.

6. Zone for the Future

Modify zoning in the study area to achieve desired plan outcomes. Use this plan as guidance for privately-initiated rezonings, as well as for strategic City-initiated rezonings. See Figure 10 and Figure 11 for refinements to the Unified Development Ordinance (UDO) zoning.

7. Promote Quality Design

Using the foundation created in the recent Unified Development Ordinance, encourage transition areas, setbacks, stepbacks, massing and height to encourage design that is embraced by the community and responsive to contextual setting.

Implementation

Identify an implementation strategy of well-defined and achievable projects. Identify key projects and achievable timeframes – short-term (within the first 5 years), mid-term (5-15 years), and long-term (15-20 years). Promote public/private partnerships and continue community engagement during design and construction. Identify priority, phasing, conceptual cost, and responsibility.

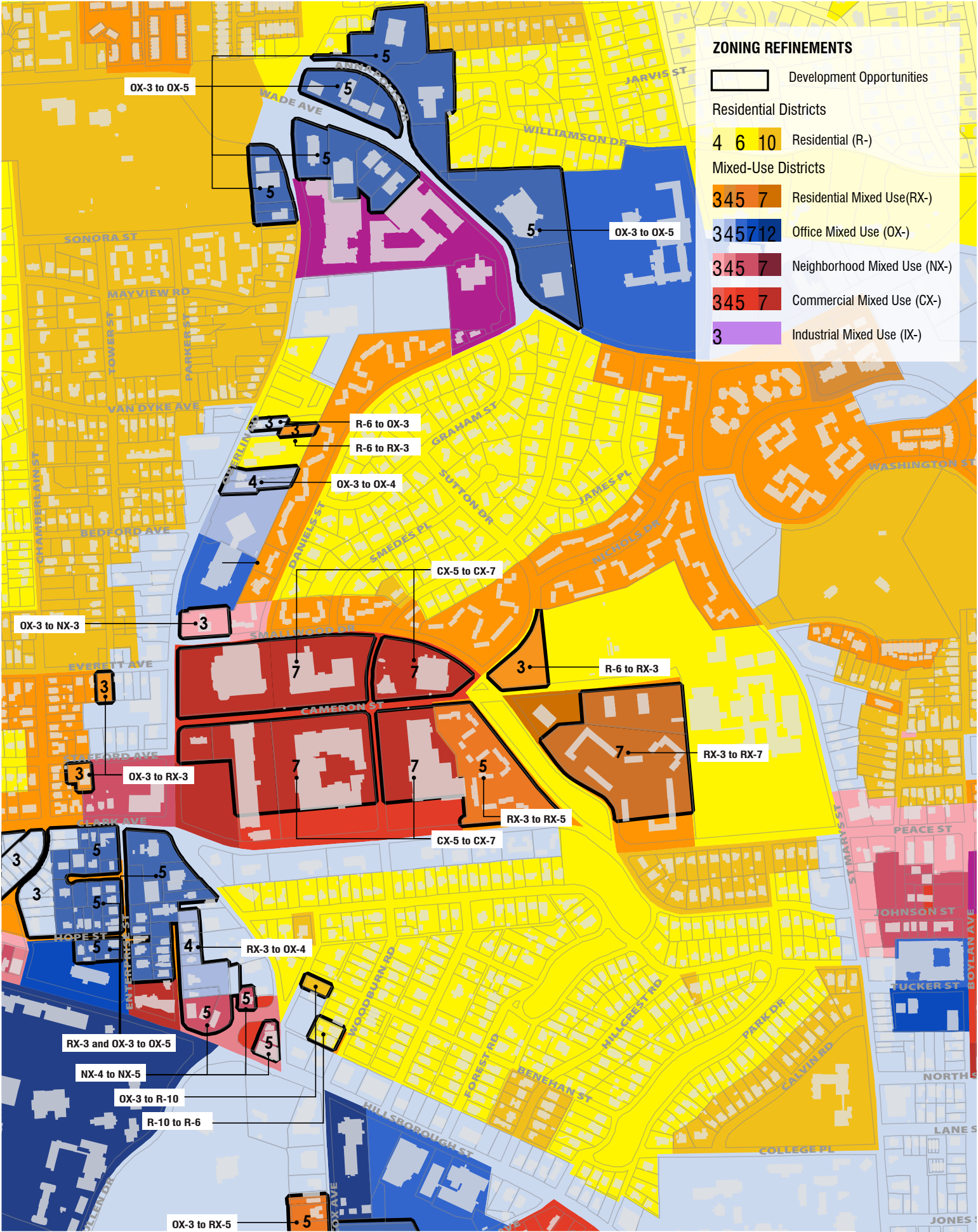
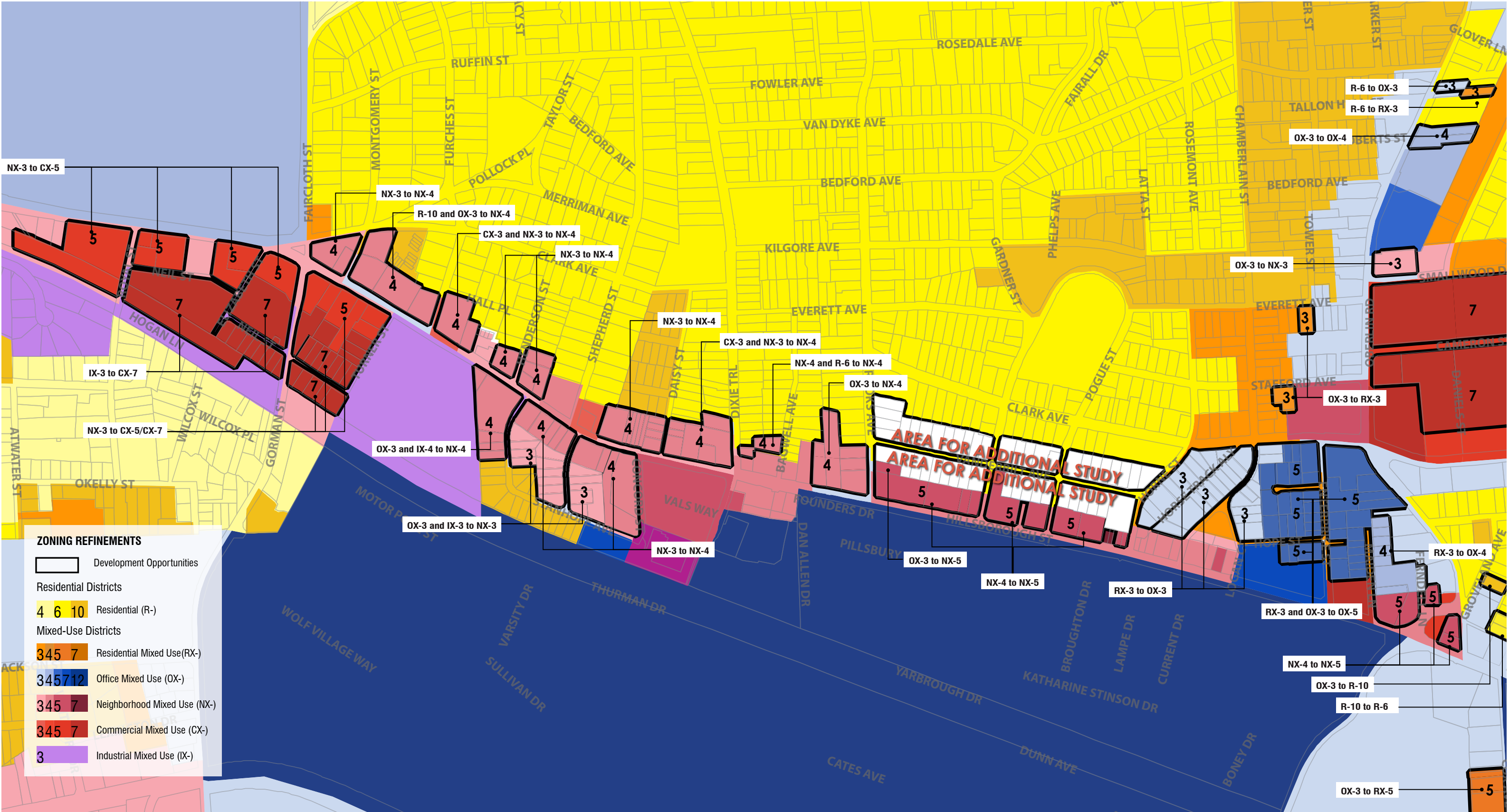


FIGURE 10. PROPOSED ZONING REFINEMENTS FOR THE CAMERON VILLAGE STUDY AREA INCLUDE CHANGES IN ZONING CATEGORIES AND TARGETED INCREASES IN INTENSITY THROUGH HEIGHT OR USE.

Plan Recommendations

FIGURE 11. PROPOSED ZONING REFINEMENTS FOR THE HILLSBOROUGH STREET STUDY AREA INCLUDE CHANGES IN ZONING CATEGORIES AND TARGETED INCREASES IN INTENSITY THROUGH HEIGHT OR USE.



Implementation Strategies

Additional detail on each objective listed under the seven strategies in the table below can be found in Chapter V: Plan for Implementation on page 114.

	Area	Achievable Timeframe*
1. Complete Pedestrian and Bicycle Networks		
Clark, Everett, Kilgore pedestrian/bicycle corridor	Districts 4 & 5	Short-Term
Neighborhood sidewalk improvements	Areawide	Mid-Term to Long-Term
Oberlin Rd/Wade Ave bridge modifications	District 1	Mid-Term
Neighborhood crosswalk improvements	Areawide	Mid-Term to Long-Term
Increased bicycle network connectivity	Areawide	Mid-Term to Long-Term
Chamberlain Street pedestrian/bicycle corridor	Districts 1, 2, 3, & 4	Mid-Term
Gardner Street pedestrian/bicycle corridor	District 4	Mid-Term
Daniels Street pedestrian/bicycle corridor	Districts 1 & 2	Mid-Term, Dependent on Private Development
Enterprise Street pedestrian/bicycle corridor	Districts 2, 3, & 4	Dependent on Private Development
Dixie Trail pedestrian/bicycle corridor	District 5	Short-Term
2. Improve and Expand Parks + Open Space		
Neighborhood park improvements	Areawide	Mid-Term
Potential for future shared public use of private facilities	Areawide	Mid-Term
Continued support of greenway connector improvements	Districts 4 and 5	Ongoing
3. Increase Transit Options		
Continue to improve the coordination between systems	Areawide	Ongoing
Consolidation of and improvements to some stops	Areawide	Short-Term / Mid-Term
Continue to strategically increase frequency	Areawide	Ongoing
Continue to utilize technological improvements	Areawide	Short-Term / Mid-Term
Work with employers and groups of employers to increase transit use	Areawide	Mid-Term
Implement the Wake County Transit Plan recommendations for the area (regardless of county funding)	Areawide	Long-Term

	Area	Achievable Timeframe*
4. Distribute and Calm Traffic		
New road connection improvements	Districts 1, 2, & 4	Mid-Term, Dependent on Private Development
Road realignment improvements	District 2	Mid-Term
Operational improvements	Districts 1, 2, 3, & 4	Mid-Term
Hillsborough Street phases 3, 4, and 5	Districts 3, 4, 5, & Emerging	Long-Term
5. Plan for Adequate and Accessible Parking		
Hillsborough Street surface parking lots & on-street meters	Districts 4 & 5	Short-Term
Leverage existing parking policy	Districts 3, 4 & 5	Short-Term
Parking signage & technology	Areawide	Mid-Term
Public parking in new private parking decks	Areawide	Long Term
6. Zone for the Future		
Refine zoning as projects apply for rezoning	Areawide	Ongoing
7. Promote Quality Design		
Breaking down large buildings and blocks	Areawide	Ongoing

ABBREVIATED IMPLEMENTATION TABLE – * SHORT-TERM (WITHIN THE FIRST 5 YEARS) | MID-TERM (5-15 YEARS) | LONG-TERM (15-20 YEARS)



Process + Participation

Overview

Cameron Village and Hillsborough Street communities encompass a series of diverse, walkable districts. The two areas connect with and complement each other, as a result the two areas were studied together. They share a common infrastructure network and rely on the same market. The planning process (shown in Figure 12) incorporated study of the six districts that make up the study area, as well as evaluation of issues that affect both Cameron Village and Hillsborough Street. The recommendations in this report generally affect the entirety of the study area.

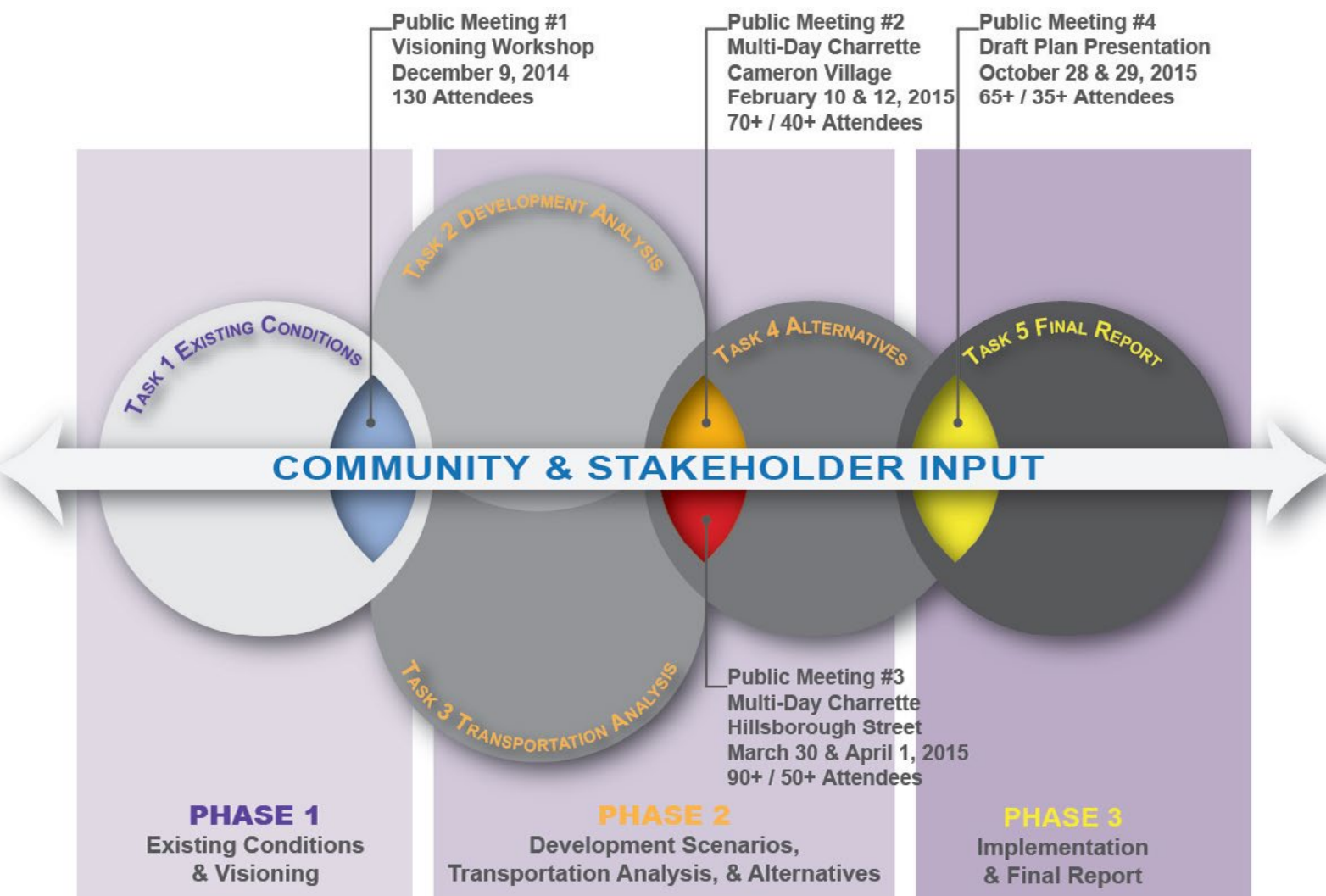


FIGURE 12. THE PLANNING PROCESS

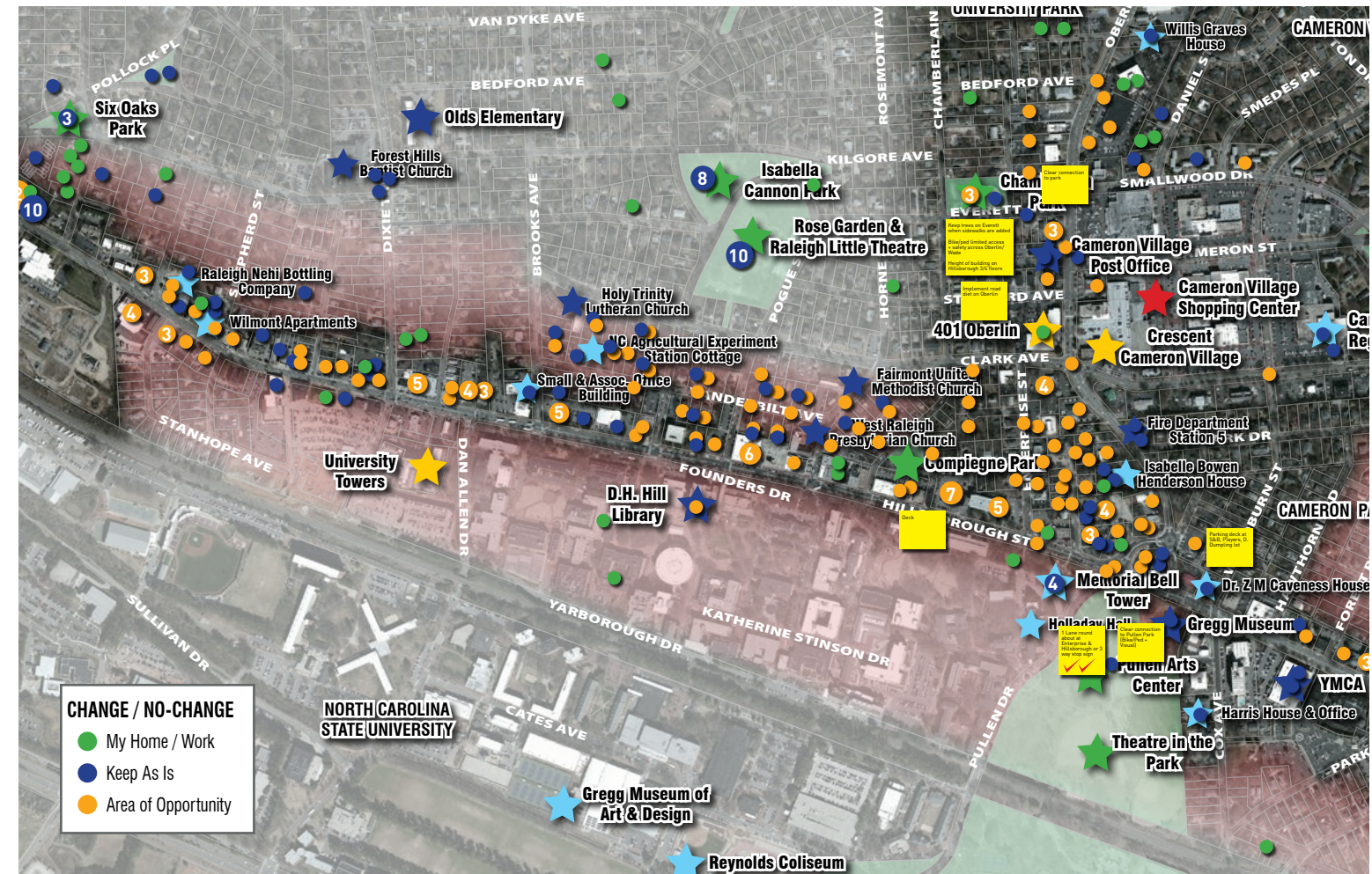


FIGURE 13. PUBLIC CHANGE / NO-CHANGE EXERCISE RESULTS
PARTICIPANTS AT THE FIRST PUBLIC MEETING WERE ASKED TO PLACE A COLORED DOT ON WHAT THEY WANTED TO KEEP AS IS (BLUE DOT), WHAT THEY FELT WERE AREAS OF OPPORTUNITY WITHIN THE STUDY AREA (ORANGE DOT), AND WHERE THEY IDENTIFIED AS HOME OR WORK (GREEN DOT), REVEALING INITIAL AREAS FOR FUTURE STUDY.

Phase 1 - Existing Conditions and Visioning

Phase 1 comprised an inventory and analysis of current conditions to provide an initial understanding of some of the major issues and opportunities affecting the two study areas. This preliminary view was based on data the City provided, field study, information gathered from previous studies, and meetings with City department representatives, the Advisory Committee, and key stakeholders.

The Phase culminated in a Public Visioning Workshop to get input on the existing conditions data from the community. Attendees participated in several exercises, of which the Change / No-Change exercise (shown in Figure 13) identified areas of opportunity for redevelopment and areas of divergent opinions. An online survey was created following the meeting, which asked a similar series of questions to those asked at the public meeting. There were 264 responses.

The key takeaways from the initial rounds of public input were:

- Supports multi-modal transportation improvements
- Values connectivity
- Appreciates mixed-use development
- Desires first-class public realm
- Expects protection of established neighborhoods

Project Description + Participation

Phase 2 - Development Scenarios, Transportation Analysis, and Alternatives

The first task of Phase 2 was to create a development framework and devise redevelopment scenarios. These could be boiled down to: a status quo scenario, which only projected existing incremental growth; a moderate growth scenario similar to the City’s Future Land Use Plan; and a more aggressive redevelopment scenario, which would target certain areas for increased density. They each then underwent a community impact analysis to determine the impacts of each scenario on the current infrastructure, including a preliminary traffic model. The second task of Phase 2 looked at potential improvements to the infrastructure to support development, including new street connections and road realignments, bicycle and pedestrian improvements, and additional parking strategies.

Two three-day charrettes were held in the Spring of 2015 and two separate online surveys were conducted to garner input on these preliminary scenarios and infrastructure improvements for the six identified Districts. Over 1,000 responses were gathered between the two surveys: 603 following the Cameron Village Charrette, and 496 following the Hillsborough Street Charrette. Input from City staff, the Advisory Committee, and the public helped to form recommendations on land use, scale and density, transitions, mobility, parking, and the public realm.

After a series of refinements a draft preferred alternative was prepared and the analysis of community impacts was run again.

Phase 3 - Implementation and Final Report

The draft of the preferred alternative and recommendations was presented to City staff, the Advisory Committee, and the public in October 2015, as well as the release of an online survey. There were 327 responses to this final public input survey.



PUBLIC PARTICIPANTS AT THE PHASE 2 HILLSBOROUGH STREET CHARRETTE



THE WORD CLOUD WAS GENERATED FROM THE QUESTION IN THE PHASE 3 ONLINE INPUT SURVEY THAT ASKED “WHAT NEIGHBORHOOD OR PLACE DO YOU MOST IDENTIFY WITH IN OR AROUND THE CAMERON VILLAGE AND HILLSBOROUGH STREET STUDY AREA?”



The process and recommendations are documented in this report.

Participation

The expertise of several groups provided guidance to the planning process and acted as a sounding board as the recommendations of the plan developed.

City Working Group

City of Raleigh staff from a number of key departments (including Planning; Parks, Recreation and Cultural Resources; Public Utilities; and Transportation) met on a regular basis to provide input to the process. Given the scale and complexity of the study area the knowledge the staff brought to the table was invaluable in keeping the project moving forward and incorporating the most current developments in the project area.

Advisory Committee

The Advisory Committee was made up of key stakeholders, neighborhood representatives, and community activists from the Cameron Village and Hillsborough Street study area. The Committee met ten times to provide input and insight. They were tasked with representing the views of their neighbors and fellow business owners, and with spreading the word to encourage attendance at the meetings and participation in the online surveys.

Public

The public has had an active role in shaping the Plans by attending a series of four public workshops and charrettes, and through online participation in three surveys.



THE ADVISORY COMMITTEE MET ON A REGULAR BASIS TO PROVIDE VALUABLE INPUT

Goals & Objectives from Public/Stakeholder Input

Through stakeholder interviews, the December Visioning Workshop and online surveys, four major themes emerged as primary goals:



PRESERVE AND ENHANCE EXISTING NEIGHBORHOODS

- Preserve historic buildings & districts
- Ensure building height and transitions between residential and commercial development
- Maintain/Improve existing parks
- Install traffic calming, sidewalks, and crosswalks
- Preserve residential parking



INVEST IN MULTI-MODAL NETWORK

- Construct more pedestrian amenities (sidewalks, crosswalks, lights, landscaping)
- Promote better transit utilization and more amenities at stops
- Make connections to other multi-modal networks and between Cameron Village and Hillsborough Street



DIVERSIFY LAND USE

- Ensure diversity of housing and price points
- Encourage more diverse retail serving multiple markets
- Encourage mixed-use housing where appropriate in commercial areas



IMPROVE AND EXPAND PARKING

- Evaluate the provision of parking and its location and access
- Consider future demand for parking, particularly for new commercial



Existing Conditions

Overview

While Cameron Village and Hillsborough Street are perceived as two separate places, their close proximity and reliance on shared infrastructure unites them. The Cameron Village and Hillsborough Street Small Area Plans study area was selected to overlap with and replace the Wade/Oberlin Small Area Plan in the 2030 Comprehensive Plan, as well as the 1999 New Vision for Hillsborough Street.



Appendix A - Issues and Opportunities Report documents at both a study area-wide and district level:

- Context, key features, and relevant planning studies
- Land use and planning analysis
- Demographics
- Economic and market analysis, and an assessment of redevelopment potential
- Mobility and parking analysis all modes: vehicular, transit, bicycle, and pedestrian
- Urban design assessment by district

Land Use & Planning Previous Plans

2030 Comprehensive Plan

The 2030 Comprehensive Plan is a long range policy document adopted and amended by the City Council in the Fall of 2009. The Plan establishes a vision for the City, provides policy guidance for growth and development and contains action items directed at the City to implement the vision. The Plan contains six strategic vision themes, which are referenced in every element, or chapter, of the document: Economic Prosperity and Equity, Expanding Housing Choices, Managing Our Growth, Coordinating Land Use and Transportation, Greenprint Raleigh - Sustainable Development, Growing Successful Neighborhoods and Communities.

2014 Oberlin Road Streetscape Plan

The Study was created to improve the function and character of the Oberlin Road Corridor through a series of streetscape improvements.

Other Relevant Studies

Hillsborough Street Partnership - A New Vision Hillsborough Street: Walkability and Redevelopment Study (1999)

The Plan focused on transforming Hillsborough Street from an unappealing, congested four-lane street to a two-lane street that would provide for more generous pedestrian and bicycle treatments, and help create safer interactions with vehicles. Much of this would be achieved through the use of roundabouts.

NCSU Campus Master Plan (2007)

City of Raleigh Parks, Recreation Cultural Resources Department - System Plan (2014)

Wake County Transit Plan (2015)

CAMPO - Raleigh-Cary Rail Crossing Study (2016)

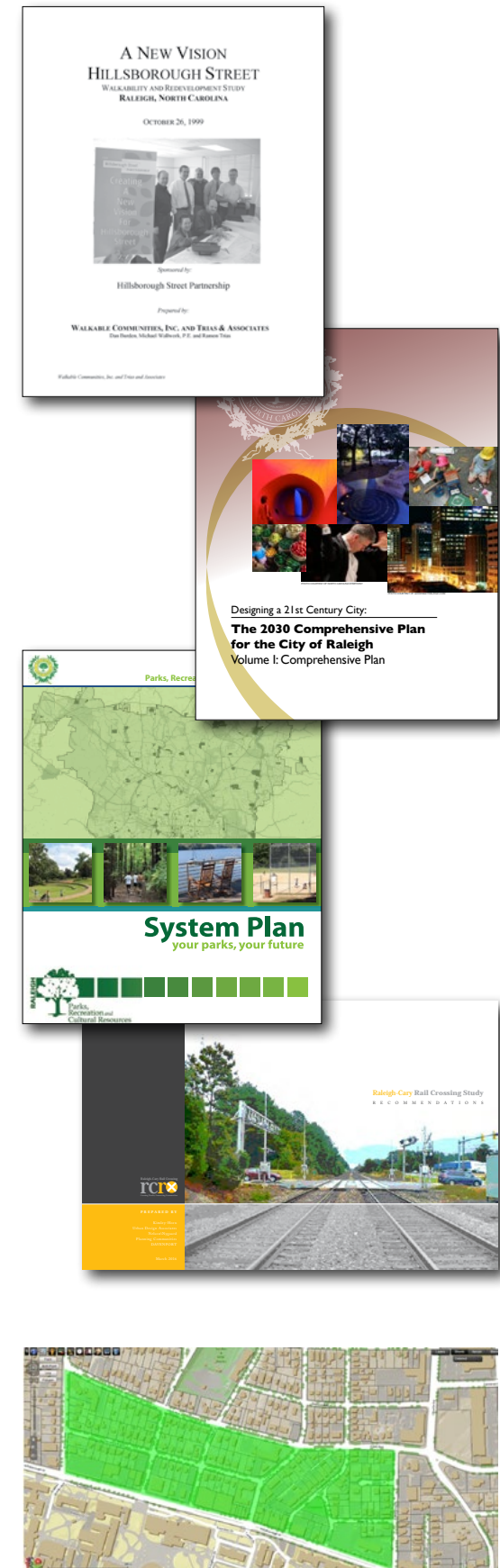
Privately Initiated Studies In & Around the Study Area

Hillsborough Street Community Service Corporation - Hillsborough Street Economic Development Study (2012)

Raleigh YIMBY – An Urban, Pedestrian Vision for Hillsborough Street (2014)

University Park Neighborhood Association - Statement of Purpose (2015)

Cameron Park Neighborhood Association - Guidelines for Development in Our Neighborhood (2015)

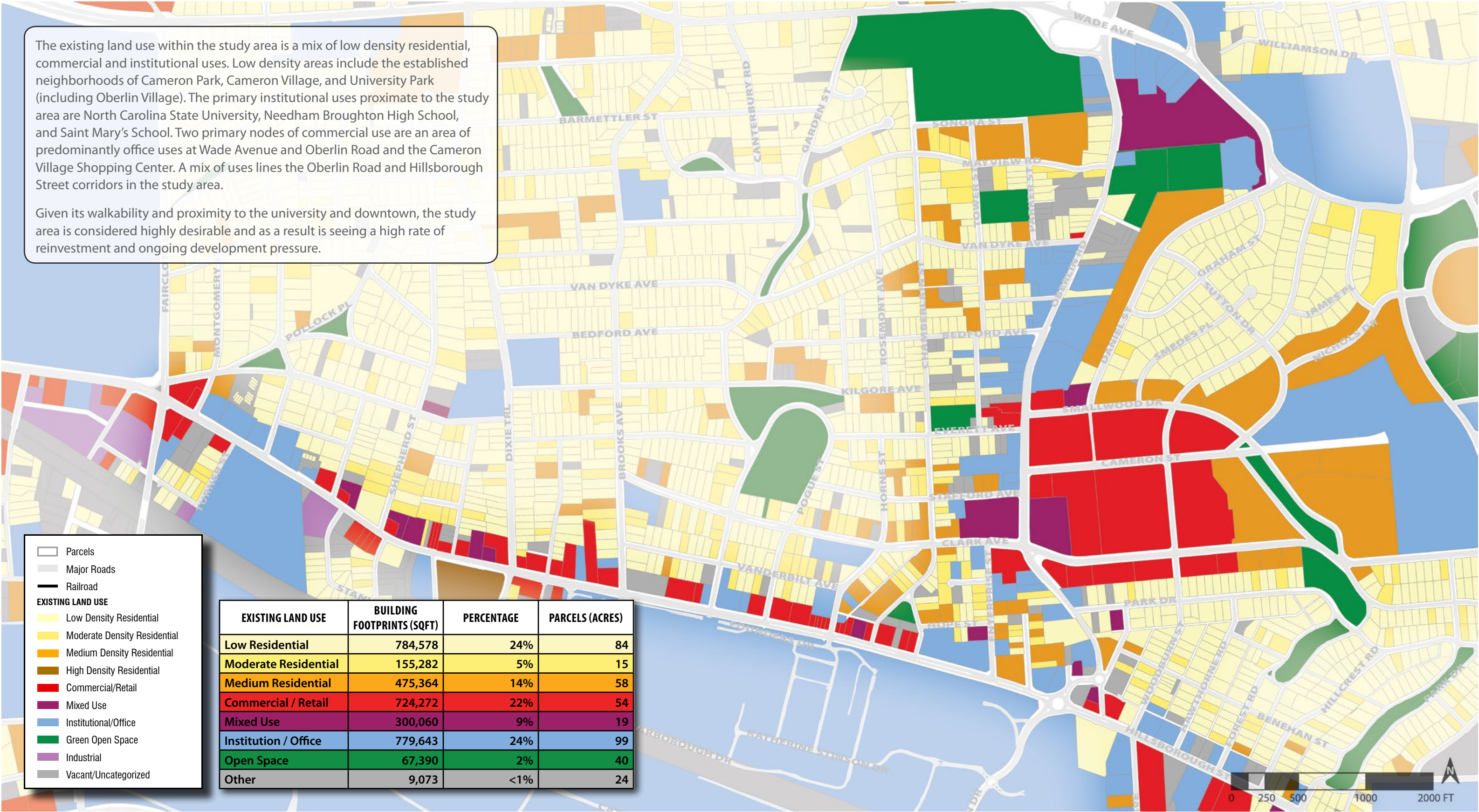


Land Use & Planning

Existing Land Use

The existing land use within the study area is a mix of low density residential, commercial and institutional uses. Low density areas include the established neighborhoods of Cameron Park, Cameron Village, and University Park (including Oberlin Village). The primary institutional uses proximate to the study area are North Carolina State University, Needham Broughton High School, and Saint Mary's School. Two primary nodes of commercial use are an area of predominantly office uses at Wade Avenue and Oberlin Road and the Cameron Village Shopping Center. A mix of uses lines the Oberlin Road and Hillsborough Street corridors in the study area.

Given its walkability and proximity to the university and downtown, the study area is considered highly desirable and as a result is seeing a high rate of reinvestment and ongoing development pressure.



Market Analysis Summary



As part of the work to understand existing conditions, the planning team was also asked to assess current and projected market demand and real estate considerations in the area. Noell Consulting Group interviewed a variety of property owners and real estate interests locally and made the following assessment:

- Cameron Village has the market advantage of being established, having a critical mass of retailers, having slightly larger properties, being surrounded by strong demographics and being close to Downtown. Cameron Village is challenged by its lack of regional access and its lack of pedestrian/bicycle orientation.
- Hillsborough Street has the advantage of being proximate to NC State, a more urban, walkable character, more integrated open space and institutions, a relatively more accessible regional artery at its western end with freeway access. Hillsborough Street is challenged by its student-oriented perception, the availability of convenient parking and its small parcel size.
- Demographically, Raleigh and the study area are growing relatively quickly and have quickly increasing incomes. The majority of the growth recently and projected is in households aged 25-44, but downsizing baby boomers are also showing signs of growth.
- Some limited opportunities for larger scale retail exist with mixed-use redevelopment within the core of Cameron Village and perhaps longer term on the western end of Hillsborough Street (around the Beltline and Fairgrounds). Current demand for the study area given land constraints is estimated at 200,000 - 250,000 square feet, including restaurants and a wide range of retail categories.

- Office demand is driven by small businesses, adjacency to Downtown and growing residential areas. Demand mostly for Class B space, is estimated at up to 25,000 square feet annually within the combined study area.
- Rental housing demand is very high for approximately 170 units annually. Primary short-term markets are for young professionals and, increasingly, empty nesters.
- Land availability and land value are challenging, but demand exists for approximately 35 townhomes and 45 condos annually.
- In Cameron Village and along Oberlin Road, redevelopment pressure is expected to primarily follow recent trends of redevelopment for multi-family housing and mixed use of greater than 100 units/acre. On Hillsborough Street, land values and existing lot coverage would necessitate redevelopment of approximately 5 stories, with properties with high lot coverage and/or higher value existing retail rents likely necessitating 7 stories. Development pressure can be expected to continue in three primary areas - the eastern end of Hillsborough Street around the YMCA, around the Cameron Village core and in the eastern end of the Hillsborough Street retail core and the transition area connecting that retail core to Cameron Village.

FIGURE 14. PROJECTED 20 YEAR MARKET DEMAND

20-Year Market Demand	
Residential (dwelling units)	6,000 (avg. 300/year)
Retail Space (square feet)	400,000 – 600,000
Office Space (square feet)	500,000 – 750,000



Mobility Pedestrian Facilities



Mobility **Bicycle Facilities**



Mobility Parking

Parking

Assuming an urban standard of approximately four to five spaces for every 1,000 sf of retail space, the area is generally at or just below parking norms. Not surprisingly, parking is tightest in the Cameron Village Shopping Center and along the historic commercial core of Hillsborough Street. Redevelopment and additional development will need strategies to ensure adequate and accessible new parking, including shared parking arrangements. Today, particularly along Hillsborough Street, there are challenges to the location and visibility of existing parking.



Mobility Traffic

From its earliest days as a relief valve to congested downtown shopping in the 1940's and 1950's, Cameron Village's transportation system has been shaped by a prominent grid system and connectivity to major surface streets at the periphery – Wade Avenue, Peace Street, and Hillsborough Street. The strength of this grid system is evident in the way that it moves traffic in and through the area, and the degree of resiliency it provides in the event of a lane closure. Observations taken at major intersections indicate that traffic performance is quite high even though some of the major, internal arteries (Clark Avenue, Oberlin Road) are operating within 75% to 90% of their typical capacity.

Intersections

The benefits of the grid system become even more apparent when the intersection performance is examined. In no case are intersections operating below a "C" level-of-service (LOS is an A-through-F scale based on average delays to cars, in this discussion); all signalized intersections around the Cameron Village Shopping Center are working at an "A" or "B" except Oberlin-Clark ("C").





Mobility

The thickness of the red lines in this map and the previous one indicate the Average Daily Trips that were accounted for along segments of the main corridors through the study area. The thicker the line the more vehicles per day on that segment.

One of the most interesting results of this analysis is that while Oberlin Road between between Smallwood and Clark Avenue has capacity to carry higher volumes than the rest of the road because of additional lane width, it has the lowest volume of any segment of the road. A significant volume of cars is finding alternate routes through Cameron Village in this area.

Issues + Urban Design Opportunities



In summary, the following issues and opportunities were identified for each district based on planning analysis and community input.

DISTRICT 1 Oberlin/Wade



Issues

- Preservation of historic Oberlin Village
- Affordability
- Width of Oberlin Road to accommodate traffic and all modes
- Lack of pedestrian-scaled blocks
- Character and speed on Wade Avenue
- Wade/Oberlin interchange is not bicycle/pedestrian-friendly.

Urban Design Opportunities

- Daniels Street as secondary pedestrian/bicycle spine
- Potential Glover Lane Extension
- Enhanced link to Jaycee Park
- Leveraging historic resources such as Oberlin Village and associated landmarks: The cemetery, Plummer T. Hall house, Turner House, Latta Park.

DISTRICT 2 Cameron Village



- Limited parking availability
- Lack of pedestrian character on many streets
- Need for more street lighting
- Age and condition of multi-family
- Retail streets that need more pedestrian-oriented character

- Potential redevelopment along Clark Avenue and needed transitions
- Crosswalk and safety improvements could create walkable grid network
- Realignment of Smallwood/Bellwood intersection on east side for enhanced vehicular and bicycle flow
- Daniels or Woodburn, and Clark as secondary pedestrian/bicycle spine
- Existing pocket parks as resident amenities
- Continued evolution of Cameron Village Shopping Center as urban mixed use

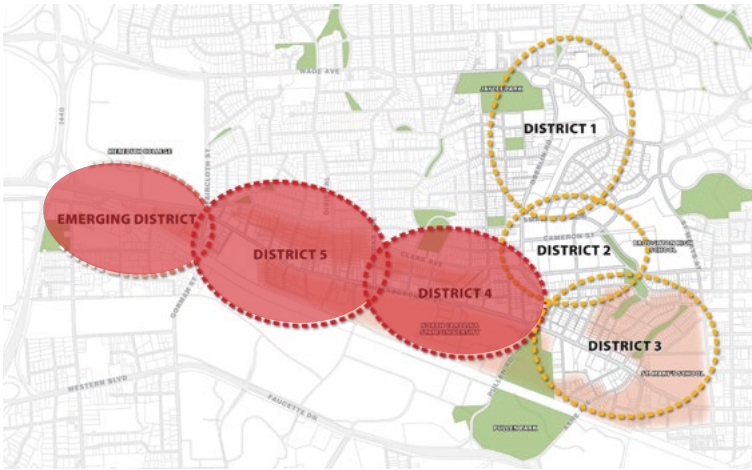
DISTRICT 3 Oberlin to St. Mary's



- Traffic on Residential Streets in Cameron Park
- Impact on St. Mary's Street, including Glenwood South
- Transition in density from Hillsborough Street into Cameron Park

- Major institutional anchors of schools, churches and YMCA as private partners
- Redevelopment of aging buildings around YMCA
- Leveraging historic resources such as the Players Retreat, 1900 Hillsborough, and the Gregg Museum, along with the Isabella Bowen Henderson, Dr. Z.M. Caveness, and Harris Houses
- New housing along Pullen Park edge
- Connection to Dorothea Dix Park via a new bicycle/pedestrian bridge

Issues + Urban Design Opportunities



DISTRICT 4
Hillsborough Street/NCSU



- Issues*
- Long-term future for North Hall property
 - Need for shared parking, additional parking
 - Transition to University Park neighborhoods
 - One-way streets
 - Need to densify retail and market audiences
 - Railroad presence and barrier

- Urban Design Opportunities*
- Phase 2 Streetscape
 - New pedestrian connection from NC State up to Hillsborough Street
 - Access and location of potential transit stations
 - Potential pedestrian/bicycle/transit corridor along Founders Drive (with NC State)
 - Transition area along Enterprise and Pullen - pedestrian/bicycle connection possible
 - Memorial Bell Tower as landmark
 - Connecting Rose Garden and Raleigh Little Theatre to Hillsborough Street and NCSU
 - Redevelopment of Enterprise Street to link Cameron Village Shopping Center to Hillsborough Street

DISTRICT 5
Brooks to Faircloth



- Preservation of remaining Stanhope residential area
- New student housing impacts
- Transition to University Park neighborhoods on north side
- Utility substation
- Railroad presence and barrier
- Concern over amount of student and retail housing

- Redevelopment concentrated on south side: potential opportunity for improvements to Hillsborough Street with more right-of-way
- Potential future multi-modal improvements along Hillsborough Street

EMERGING DISTRICT
Gorman/Faircloth



- Major institutions (NC State, Meredith College, Fairgrounds) control large amounts of property
- Railroad bisects area and crossings are difficult

- Transportation improvements at Beltline intersection
- Potential long-term regional activity center
- Gorman/Faircloth as a dedicated bicycle/pedestrian facility

iv Plan Recommendations

The over-arching theme that emerged from the existing conditions analysis and public input is that this plan is about a series of connected places.

The Cameron Village and Hillsborough Street Small Area Plans include a large study area. To evaluate planning issues at a local level of detail, the study area was analyzed by district - a suggestion that was brought forward during the first public workshop and by the Advisory Committee. The extents of the districts became clear through the base studies (see Appendix A: Issues and Opportunities Report) and six distinct districts emerged:

- District 1 – focused on the intersection of Wade Avenue and Oberlin Road, which loosely encompasses parts of Cameron Village neighborhood and Oberlin Village, the Historic Oberlin Cemetery, Oberlin Court, and several large office buildings.
- District 2 – centered on the Cameron Village Shopping Center and its surrounds, and stretching to reach portions of the Cameron Village and Cameron Park neighborhoods, and Broughton High School.
- District 3 – stretching from Oberlin Road to St. Mary's, including the office and residential uses along Hillsborough Street, part of Cameron Park, and the YMCA and its surrounding neighborhood, Pullen Park Terrace.
- District 4 – includes the commercial core of Hillsborough Street, a portion of University Park, part of the NCSU campus, and the area around Enterprise Street.
- District 5 – stretching from Brooks Avenue to Gorman/Faircloth Street, and including a portion of Hillsborough Street, and the neighborhoods around Stanhope Village and University Park.
- Emerging District – beginning at Faircloth and Gorman Streets and expanding westward to include the sliver of land just north of the railroad tracks. This area was identified as a longer-term regional activity center with Beltline access.

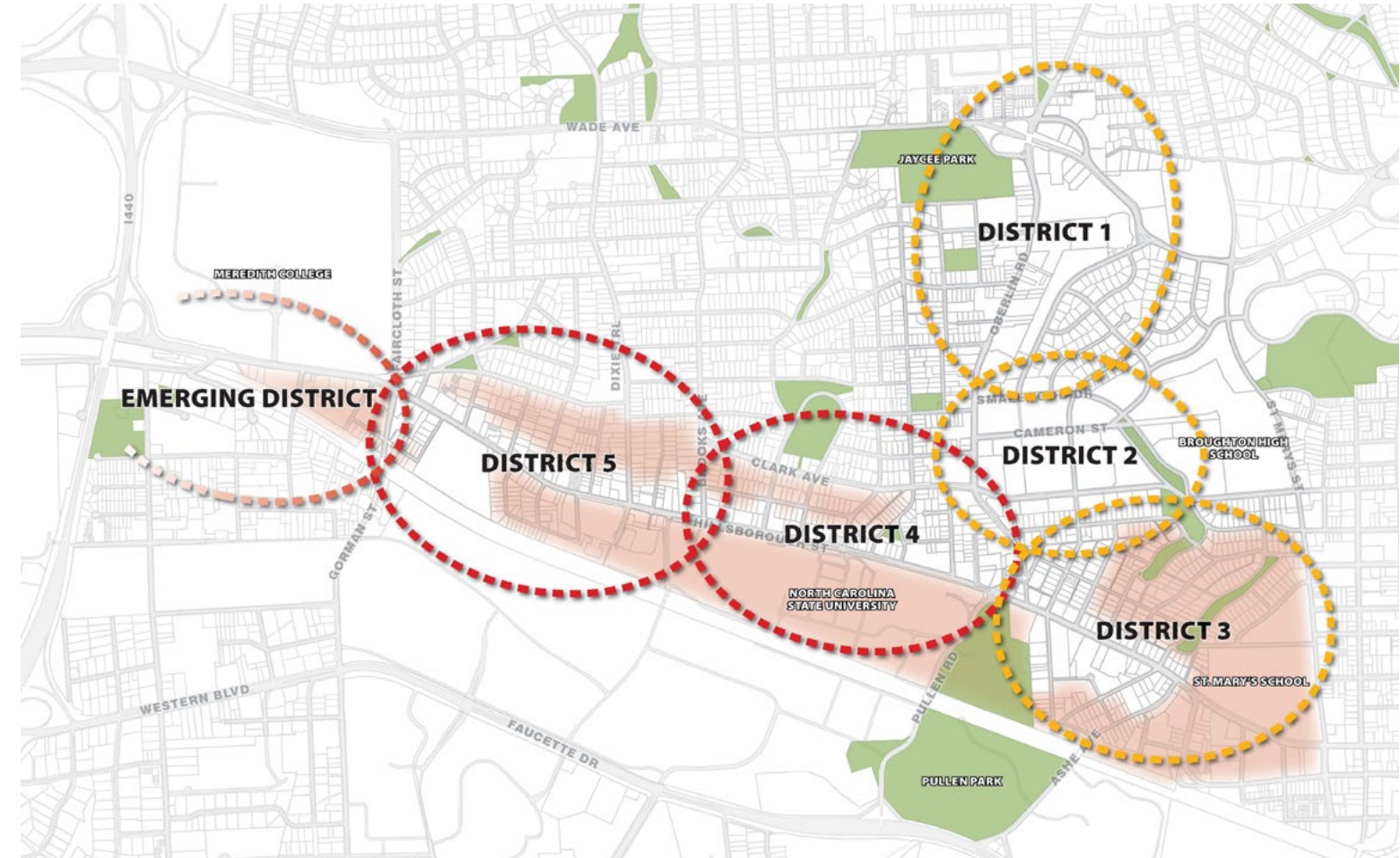


FIGURE 16. SIX DISTINCT DISTRICTS COMPRISE THE TWO STUDY AREAS

Creating Unique Districts

Each district has its own personality and character that should be enhanced. While certain analysis lends itself to looking at the larger study area, such as transportation improvements and bicycle networks, other issues such as zoning or parking, are more meaningful at the district scale.

The following section highlights the differences in recommendations between the districts. These recommendations differ by district, but are all referenced back to an overall planning strategy. Specific pedestrian and bicycle improvements within one district still belong to an entire network of improvements.



An area as complex as Cameron Village and Hillsborough Street needs a coordinated strategy of public policy and investment, leveraging expected private development.

The Plans guide investment in completing bicycle, pedestrian, and transit networks, while also identifying operational improvements for traffic operations and improving the accessibility of retail parking. It also reflects consensus on the density and character of expected new infill development.

To accomplish its goals, key policies and projects were established within seven overall Planning Strategies:

7 Planning Strategies

- 1 **Complete Pedestrian and Bicycle Networks**
- 2 **Improve and Expand Parks + Open Space**
- 3 **Increase Transit Options**
- 4 **Distribute and Calm Traffic**
- 5 **Plan for Adequate and Accessible Parking**
- 6 **Zone for the Future**
- 7 **Promote Quality Design**

1 Complete Pedestrian + Bicycle Networks



EXAMPLES OF PEDESTRIAN CROSSWALKS IN AND AROUND CAMERON VILLAGE

One of the major themes of public input throughout the planning process was the desire for streets in the study area that could accommodate pedestrians and bicycle traffic without detracting from their vehicular uses. The Cameron Village and Hillsborough Street areas are already fairly walkable, but the plan includes recommendations to strengthen and enhance the existing network through targeted investments.

“Complete streets” describes the transformation of vehicle-dominated thoroughfares to community-oriented streets with safe, convenient accommodations for all modes of travel. The Oberlin Road Streetscape Study (adopted 2015) includes recommendations for enhancing Complete Streets integration along this important corridor. However, many other roads within the study area are in need of consistent streetscape and Complete Street applications.

Pedestrian Network

An initial survey looked at pedestrian facilities throughout the study areas, including signalized intersections, existing and future sidewalks, greenway trails and park trails. Some locations are in need of maintenance work to repair cracked, uneven sidewalks, restripe faded crosswalks, improve pedestrian lighting, and repair non-functioning pedestrian signal buttons. In addition, pedestrian comfort could be enhanced through new street trees, improved bus stops, and bus shelters. – *See Issues and Opportunities Report (see Appendix A).*

This data was used as the basis for the following pedestrian network recommendations.

Expanded Sidewalk Network

Based on the initial survey results, the existing sidewalk network was high on the public’s priority list. The network can be improved through the addition of new sidewalks or improvements to existing sidewalks, for example deferred maintenance or lower than desirable lighting levels. These additional or improved sidewalks are shown as purple dashed lines in Figure 17 and Figure 18. There are several instance within the neighborhoods, particularly Cameron Village and Oberlin Village, where sidewalks need to be added to create a more complete pedestrian network.

These new or improved sidewalks are prioritized on an east-west spine defined mostly by Clark and Kilgore Avenues. Other sections make connections to Hillsborough Street to the south and Cameron Village to the east. Chamberlain Street is an additional link that provides a north-south connection by linking several parks to Hillsborough Street. Sidewalk construction on these neighborhood streets should be undertaken as a city-initiated capital project. Other missing neighborhood sidewalks can be constructed as requested by property owners through the no-cost petition process.

Additional porosity into the NCSU campus can be achieved through several new pedestrian routes. NCSU’s 2014 Physical Master Plan includes some specific recommendations to improve north-south movement between campus and Hillsborough Street, including a new pedestrian and bicycle bridge stretching from Broughton Hall to Talley Student Center and a new tunnel access from Valentine Commons and Stanhope along Friendly Drive. Improved access from campus will attract students and staff from central campus to frequent Hillsborough Street and lessen the perceived separation between the two sides of campus.

Intersection Improvements

With all of these pedestrian and bicycle enhancements it becomes increasingly important that when pedestrians interact with cars that it is in the safest possible setting, where the pedestrians have the clear right-of-way. Shown as purple walking man symbols on Figure 17 and Figure 18 are locations where pedestrian safety and accessibility should be improved. Marked crosswalks, refuge islands, curb extensions, and ADA compliance upgrades are examples of recommended tools.

Implementation and Prioritization

Priority Projects

As a follow-up on previous studies including the Oberlin Road Streetscape Study, it is recommended that key mobility (multi-modal) streets be considered for capital investments for Complete Streets (pedestrian, bicycle, and transit provisions and intersection upgrades) and streetscape improvements (street trees, lighting, landscaping, beautification, etc.).

- Clark Avenue (west of Dixie Trail)
- Hillsborough Street
- Everett Avenue
- Kilgore Avenue

Improvements to east/west corridors, such as Everett and Kilgore Avenues, for pedestrian and bicycle use ranked high among the public in the online survey and completion of these streets will mean enhanced connectivity for the neighborhood.

These pedestrian enhancements are in addition to those proposed in the Hillsborough Streetscape Improvement projects, of which the second phase is to be completed by the fall of 2017.



TOP TO BOTTOM: PEDESTRIAN CROSSINGS REQUIRING MAINTENANCE; SIDEWALKS IN NEED OF REPAIR; INADEQUATE STREETScape AMENITIES



THE IMAGES ABOVE SHOW A NUMBER OF EXAMPLES OF ACTIVE PEDESTRIAN ZONES

Other City-Initiated Capital Projects

Other city-initiated capital projects would include those streets that serve neighborhoods directly, allowing access to major roads and parks. These streets are recommended for minor improvements (e.g. additional sidewalks and crosswalks, minimal streetscape improvements, etc.).

- Brooks Avenue
- Chamberlain Street
- Clark Avenue
- Daniels Street
- Dixie Trail
- Mayview Road extension
- Oberlin Road
- Smallwood Drive
- Sonora Street
- Wade Avenue

The Pullen Park Master Plan includes the Carriageway Trail Bridge, a pedestrian bridge over the railroad tracks connecting the two parcels of the park, which will enhance connectivity to the recently acquired Dorothea Dix Campus and improve access to the southern portion of Pullen Park.

Redevelopment-Initiated Projects

Many of these improvements are anticipated through redevelopment efforts and would therefore fall into the realm of private investment rather than capital improvements.

- Broughton Drive extension*
- Cameron Street
- Concord Street extension*
- Daniels Street (the portion with Cameron Village Shopping Center)
- Enterprise Street
- Friendly Drive
- Garden Place extension
- Graham Street extension
- Glover Lane extension
- Hope Street extension

The Broughton Drive and Concord Street extensions (listed above with an asterisk), as well as others, will potentially become multi-use facilities bridging over the railroad. These are being considered at the discretion of NCSU and private developers, but as many crossings as possible will create a better network.

Neighborhood-Initiated Projects

Remaining gaps in the sidewalk network and areas requiring maintenance can be constructed as requested by property owners through the no-cost petition process. These streets, or portions of these streets, include, but are not limited to the following:

- Horne Street
- Pogue Street
- Stafford Avenue
- Van Dyke Avenue
- Woodburn Road

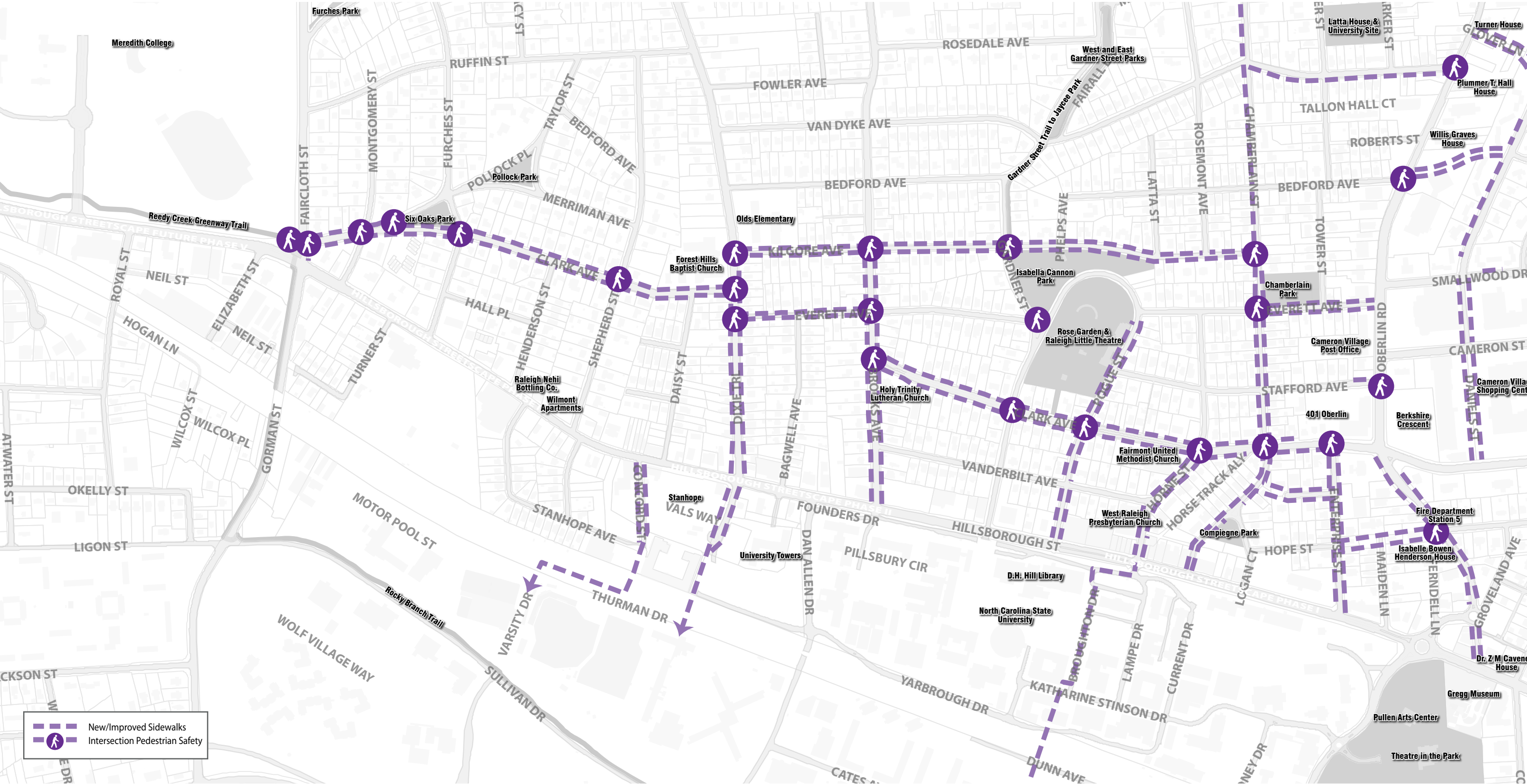


FIGURE 17. PEDESTRIAN NETWORK IMPROVEMENTS PROPOSED FOR THE CAMERON VILLAGE STUDY AREA

Public Realm

Pedestrian Network

FIGURE 18. PEDESTRIAN NETWORK IMPROVEMENTS PROPOSED FOR THE HILLSBOROUGH STREET STUDY AREA



District 4 - Enterprise Street

A Potential Pedestrian/Bicycle Connection



As it is today, Enterprise Street lacks character for portions of its length and is not a first class public realm or connection between Hillsborough Street and Cameron Village.

Additional residential units, offices, and a mix of active ground level uses activate the street. The transformation into a complete street system with an improved pedestrian zone, the addition of street trees and on-street parking, and bicycle facilities make it inviting and accessible to multiple modes. It is a shorter pedestrian connection between Cameron Village and Hillsborough Street than Oberlin Road, and the only one that could reasonably provide an active mixed-use street front.



FIGURE 19. ENTERPRISE STREET - TODAY

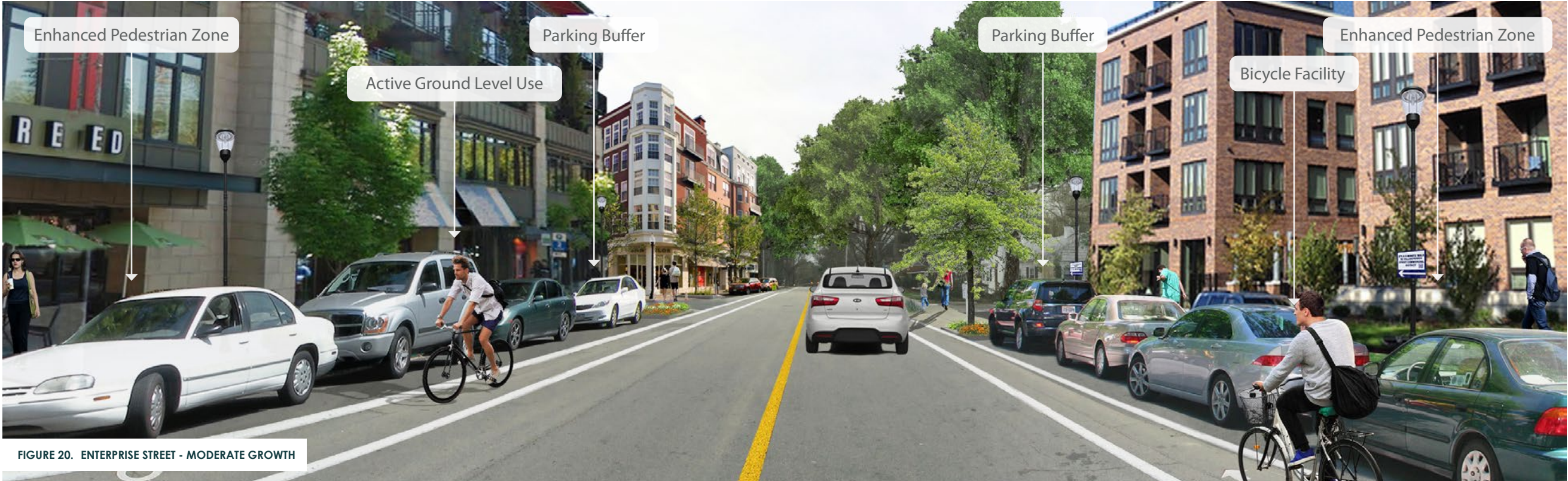


FIGURE 20. ENTERPRISE STREET - MODERATE GROWTH

Public Realm

Bicycle Network

Bicycle Network

Similar to the pedestrian network analysis, an overview of the current bicycle network was performed. However, unlike the pedestrian network the existing bicycle network is limited with few continuous, established bicycle routes. – *See Issues and Opportunities Report (see Appendix A).*

Continuous Bicycle Network

Providing cyclists several alternate paths within one continuous, dedicated network will reduce the conflicts between cyclists and cars, and encourage more bicycle riding within the city. What has begun with a spotty network can be enhanced to a series of bike facilities targeting all levels of riders. Cyclists would now be given the choice of taking Hillsborough Street or a combination of bicycle facilities along neighborhood streets such as Clark, Kilgore, and Everett Avenues to move east-west. North-south movement could either be along St. Mary’s, Oberlin Road or Faircloth/Gorman. These streets in particular should be made a priority.

The bicycle network is shown in Figure 21 and Figure 22. Bicycle facilities are recommended for all streets highlighted in yellow to help facilitate bicycle circulation within the study area. Project implementation will determine precise facility type (bicycle lanes, protected bikeways, or neighborhood bikeways).

Implementation and Prioritization

Protected Bikeways

Protected bikeways allow for lower-stress bicycle travel along busy roads and make up the the skeleton of the bicycle network:

- Faircloth Street (upgrade from bicycle lane to protected bikeway)
- Hillsborough Street (portions of)
- Gorman Street
- St. Mary’s Street

These bicycle enhancements are in addition to those proposed in the Hillsborough Streetscape Improvement projects, of which the second phase is to be completed by the fall of 2017, and which comprises portions of both protected bikeways and bicycle lanes.

Bike Facility Typologies

There are three main types of bike facilities that are appropriate for different street contexts within the study area:



PROTECTED BIKEWAYS
Protected bicycle lanes that are physically separated from motor vehicle traffic. Examples include buffered bicycle lanes, curb- or parking-protected lanes, and two-way cycle tracks, as is under development on Gorman Street between Hillsborough and Sullivan Drive. These facilities are comfortable for cyclists of all ages and abilities and are appropriate on streets with higher levels of vehicle traffic.



NEIGHBORHOOD BIKEWAYS
Known as Bicycle Boulevards in some cities, Neighborhood Bikeways take advantage of streets with low-speed and low-volume traffic. Strategies of speed management, volume management and wayfinding are used to provide a biking facility comfortable for cyclists of all ages and abilities. They are appropriate on quiet residential streets.



BICYCLE LANES
Dedicated bicycle lanes that are adjacent to motor vehicle lanes, such as those in existence on Hillsborough St., Clark Ave., and Oberlin Rd. in the study area. They are safer and more comfortable for skilled and confident cyclists and are appropriate on any street where space is available.

Neighborhood Bikeways

According to the 2015 BikeRaleigh Plan, neighborhood bikeways are “low stress, active transportation corridors optimized for bicycle travel.” These Neighborhood Bikeways should be considered a short-term priority as they require minimal investment for the largest impact. Below is a list of streets identified for marking as Neighborhood Bikeways:

- Benehan Street
 - Carriageway Trail Bridge*
 - Chamberlain Street
 - Clark Avenue (portions of)
 - College Place
 - Cox Avenue
 - Daniels Street (portions of)
 - Dexter Place
 - Enterprise Street
 - Everett Avenue
 - Forest Road
 - Gardner Street (portions of)
- Glover Lane extension
 - Graham Street extension
 - Hillsborough Street (portions of)
 - Johnson Street
 - Kilgore Avenue
 - Logan Court
 - Mayview Road extension
 - Nichols Drive
 - Park Avenue
 - Sonora Street
 - Sutton Drive
 - Woodburn Road (portions of)

The Pullen Park Master Plan includes the Carriageway Trail Bridge (listed above with an asterisk), a pedestrian bridge over the railroad tracks connecting the two parcels of the park, which will also enhance connectivity to the recently acquired Dorothea Dix Campus and improve access to the southern portion of Pullen Park.

Bicycle Lanes

Marked bicycle lanes help to designate zones for cyclists within otherwise busy roadways where a protected bicycle lane is either not appropriate or the right-of-way is constrained. Recommendations for bicycle lanes within the study areas include:

- Brooks Avenue
 - Cameron Street
 - Clark Avenue (portions of)
 - Daniels Street (portions of)
 - Dixie Trail
- Hillsborough Street (portions of)
 - Oberlin Road
 - Smallwood Drive
 - Woodburn Road (portions of)

Bikeways on Private Property

The following are bikeway recommendations within the NCSU Campus that would add connectivity to the overall bicycle network:

- Broughton Drive
 - Jeter Drive
- Gardner Street (portions of)



FIGURE 21. BICYCLE NETWORK IMPROVEMENTS PROPOSED FOR THE CAMERON VILLAGE STUDY AREA

Public Realm

Bicycle Network

FIGURE 22. BICYCLE NETWORK IMPROVEMENTS PROPOSED FOR THE HILLSBOROUGH STREET STUDY AREA



Public Realm

Oberlin Road at Wade Avenue



The image below shows the Oberlin Road overpass as it crosses over Wade Avenue. By clearly delineating pedestrian, bicycle, and vehicular zones the space becomes less confusing and more usable. Dedicated turn lanes and landscaped medians and bulbouts clarify traffic patterns, provide buffering for pedestrians, and delineate areas where cars and bicycles can expect to interact, either through bicycle lanes or protected bikeways.

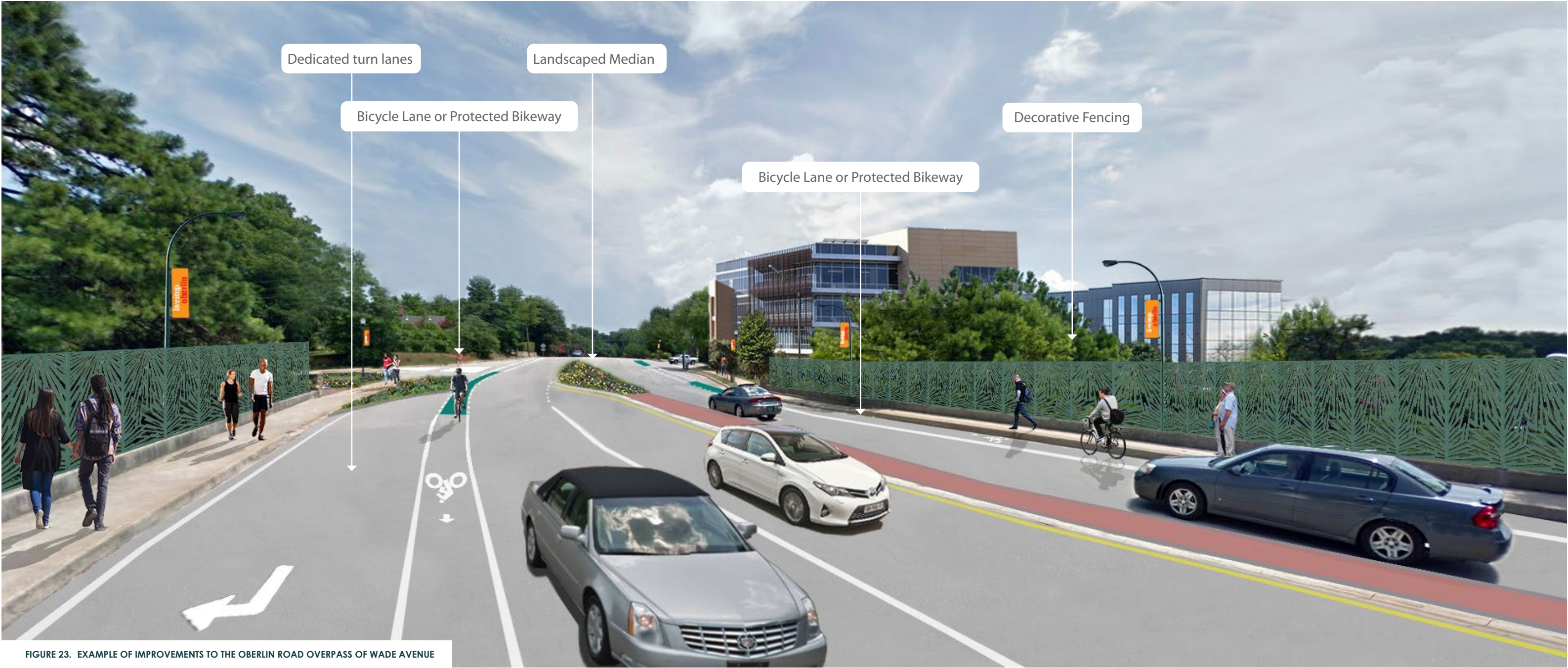


FIGURE 23. EXAMPLE OF IMPROVEMENTS TO THE OBERLIN ROAD OVERPASS OF WADE AVENUE

2 Improve + Expand Parks + Open Space

A first class community rests on a first class “public realm”. The Plan seeks to ensure a hierarchy of neighborhood and regional parks accessible to all area residents and visitors. The pedestrian/bicycle network also needs to connect these existing and planned parks and community facilities.

Existing Park Network

Cameron Village and Hillsborough Street are served by three fairly large parks: Jaycee Park, Pullen Park and the Rose Garden and Raleigh Little Theater. In addition there are a number of other small scale parks tucked into the neighborhoods. In the future, planned improvements to Dorothea Dix Park will create the largest regional park in the City just to the South.

The existing network of parks means that the area is served by at least a small park within a 5-minute walk of most residents. The condition of these park facilities range from newly renovated to needing reinvestment. Public input ranked improvements to neighborhood parks as the second highest priority behind improvements to sidewalks and crosswalks. Improvements can range anywhere from replacement of trees, shrubs, and groundcover; maintenance of athletic facilities, structures, and paths; replacement of aging playground equipment; to increased lighting. City of Raleigh Parks, Recreation and Cultural Resources maintains a prioritization list of planned projects for park updates and improvements.

Cameron Park neighbors have identified rainwater retention issues of concern in Forest and West Parks; Parks, Recreation and Cultural Resources staff are evaluating the issue and any necessary maintenance.

Neighbors of some of the neighborhood parks, such as Pollock, Six Oaks, and Compiegne prize these small open spaces and have joined the Adopt-a-Park program, pitching in with maintenance or new plantings.

In addition, known historic and cultural resources should continue to be preserved and highlighted as important features in the fabric of the community.

Greenway Connections

Greenways, enhanced bicycle/pedestrian wayfinding routes, exist along Reedy Creek, Rocky Branch, and Gardner Street Trails. Two additional greenway connector trails are proposed in the 2014 Capital Area Greenway Plan:

- A proposed neighborhood greenway trail connecting the Beaver Dam and Reedy Creek Trails along Faircloth Street
- A proposed greenway connector trail connecting the Rose Garden and Raleigh Little Theatre to Pullen Park along a possible combination of Clark Avenue and Enterprise Street



EXAMPLES OF A VARIETY OF URBAN PARKS



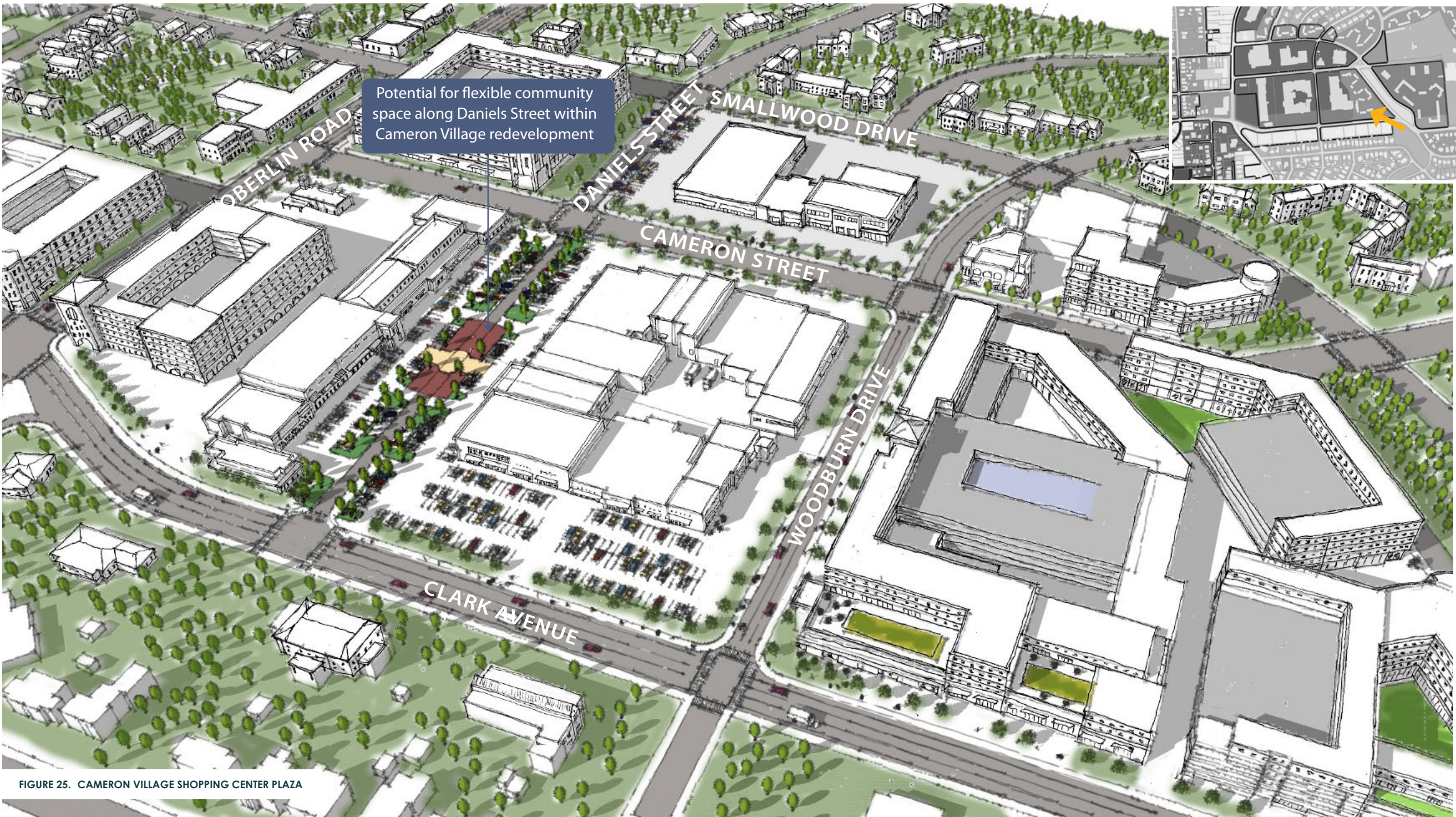
FIGURE 24. OPEN SPACE NETWORK IMPROVEMENTS PROPOSED FOR THE CAMERON VILLAGE STUDY AREA

Community Space within Private Development

Future Opportunity for Community Space within Private Property

While large, new public parks are unlikely within the study area, opportunities for new, private open space amenities should be expected. These could include:

- Creation of a new urban park or plaza accessible to the public within the redevelopment of the area around Gorman and Hillsborough Streets.
- Connection to Compiegne Park: use of a single parcel along Hillsborough Street between Chamberlain Street and Logan Court to make Compiegne Park more accessible from the main commercial strip.
- Historic Oberlin Cemetery: improved access to this historic, cultural, and educational resource.
- Connection to Latta House Site: private redevelopment would be required by code to provide open space and pedestrian access that has the potential to be used to shorten the connection between the Latta House Site, Oberlin Village, Oxford Road, and Historic Oberlin Cemetery.
- Interior of Cameron Village Shopping Center: creation of an interior plaza or street that could be converted to gathering space within a future redevelopment of the Shopping Center (shown here conceptually).
- YMCA, Broughton High School, Wiley Elementary, and NCSU: limited shared public use of some of the outdoor spaces when not otherwise programmed.



Public Realm Parks + Open Spaces

FIGURE 26. OPEN SPACE NETWORK IMPROVEMENTS PROPOSED FOR THE HILLSBOROUGH STREET STUDY AREA



3 Increase Transit Options

Public transportation goes hand-in-hand with many recommendations pertaining to parking, biking, and walking, since excellent transit services reduce the need for parking and increase the “reach” of pedestrians and cyclists. Cameron Village and Hillsborough Street already have access to public transportation, much of which runs on 30-minute headways during peak periods, and also provides weekend service. Figure 27 illustrates how this access to public transportation favors both downtown Raleigh and the study area (particularly along Hillsborough Street). However, there is room for improvement to the existing public transportation services in the study area, and improvements will need to be coordinated with the recommendations of the Wake Transit Plan released in December 2015.

The Plan envisions a growing utilization of transit service to connect residents to destinations elsewhere and to connect employees, shoppers, and visitors to commerce, institutions, and NCSU.

Continue to Improve the Coordination between Systems

While Figure 27 fairly describes the density of transit services, what is less obvious is the coordination between various routes and transit companies. The Triangle region has generally made great strides in recent years in coordination of service to provide a one-stop on-line experience for travelers seeking the best options for public transportation. The ultimate development of bus rapid transit (based on the recommendations of the 2015 Wake County Transit Plan) will dramatically change the consideration of how this coordination happens, and even how the existing routes operate.

Consolidation of and Improvements to Some Stops

Some of the bus stops within Cameron Village are substantial but lacking in quality, and some stops along Hillsborough Street have started to incorporate public art to help them identify with the community they serve. Better lighting at some stop locations (for example, the stop location at the northeast corner of Cameron Street east of Oberlin Road) is also recommended. Care should be taken before adding any new stops along existing routes, opting instead for fewer, higher-quality stops with covered shelters, bicycle racks, route/schedule message boards, and trash receptacles. Consolidation of bus stops should be done to help improve route travel times without unduly hindering accessibility.



FIGURE 27. DENSITY OF BUS STOPS WITH THE “HOTTER” COLORS HAVING A HIGHER DENSITY OF TRANSIT STOPS, OVERALL (TOP) AND OMITTING THE DOWNTOWN “CORE” (BOTTOM) SHOWS THE LEVEL OF TRANSIT CURRENTLY SERVING THE STUDY AREA COMPARED TO THE REST OF WAKE COUNTY
SOURCE: TTA, GORALEIGH, AND NCSU DATA, 2013-2014

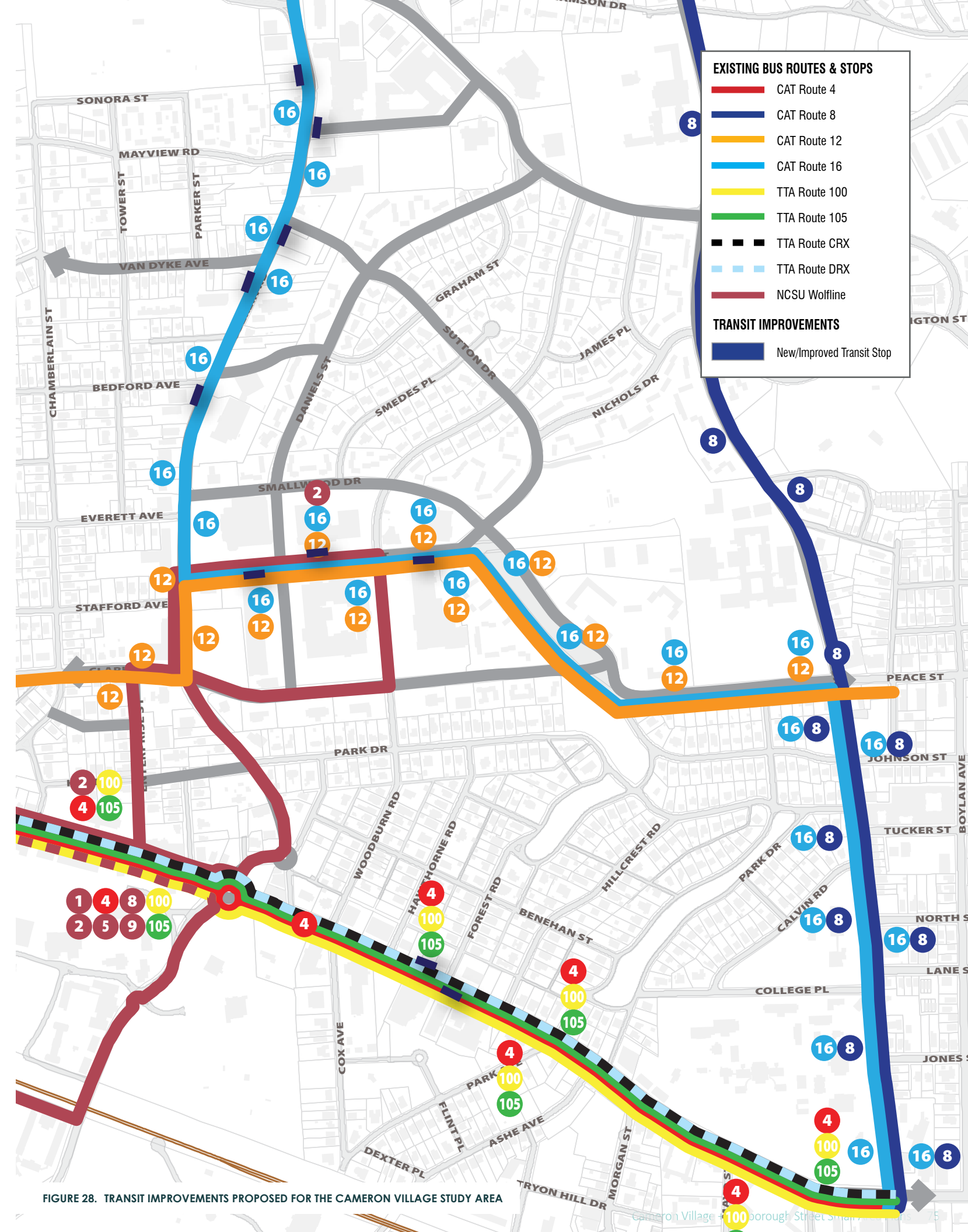


FIGURE 28. TRANSIT IMPROVEMENTS PROPOSED FOR THE CAMERON VILLAGE STUDY AREA

Wake County Transit Plan

Bus Rapid Transit (BRT) Corridor

All-day frequent service, with exclusive lanes or other infrastructure treatments to improve speed and reliability

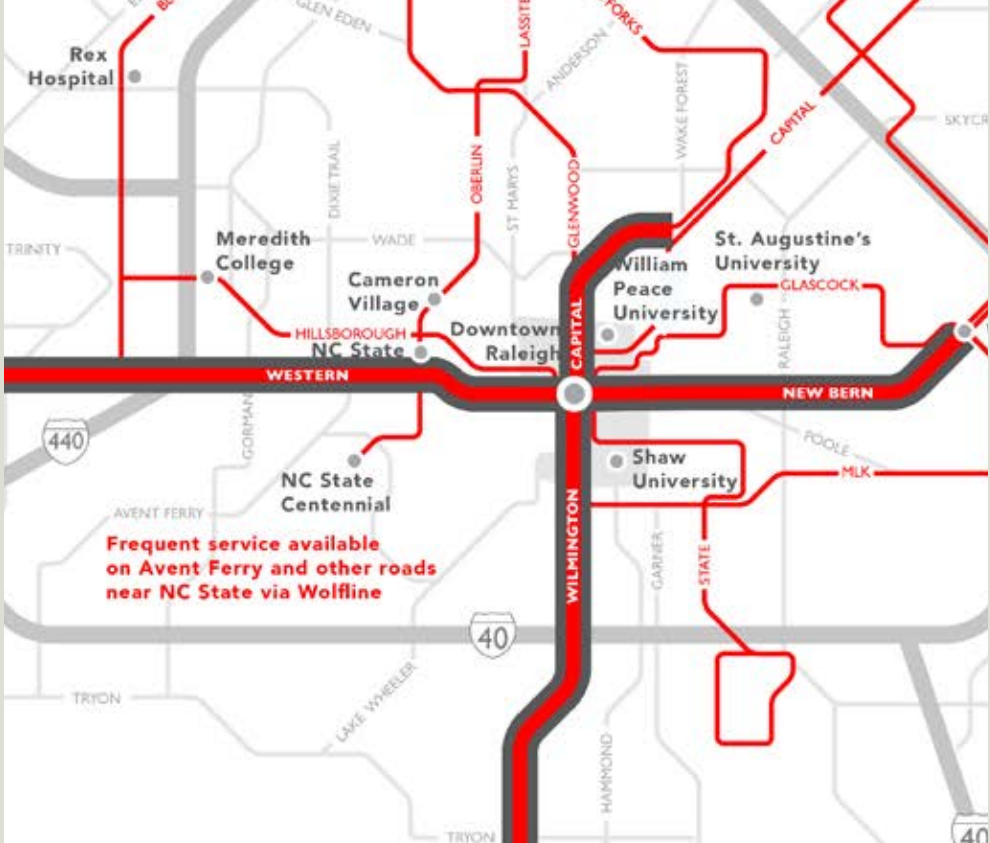
Frequent Network Corridor

All-day frequent local bus service

Wake County Communities

Other Destinations

RECOMMENDATIONS INCLUDE 15 MINUTE HEADWAYS (7 DAYS A WEEK) FOR BUSES ON HILLSBOROUGH AND OBERLIN. THE CURRENT WAKE COUNTY TRANSIT PLAN CALLS FOR A COMBINATION OF BUS RAPID TRANSIT AND COMMUTER RAIL TRANSIT.



Continue to Utilize Technological Improvements

As the rapid spread of personal-private transportation options like Uber and Lyft have amply demonstrated, there is a real need for flexible transportation. However, the advent of these systems have painted a clear picture of some challenges that public transportation will face, but also how they can adapt and adopt these same strategies. On-demand routing can help eliminate complimentary paratransit services and costs while providing more flexibility in the service profile. Local bus service is utilizing technology to good effect, with the TransLoc application creating the opportunity for riders to see on their smartphone where the buses are in the system and better know when they need to arrive at the bus stop. Signal pre-emption, where approaching buses trigger a shorter or longer phasing of an upcoming signal, is also highly useful in normalizing schedules and creating improvement reliability.

Work with Employers and Groups of Employers to Use Transit More Often

Providing bus passes or off-setting costs are important factors for employees working at lower-wage jobs. This category of strategy can be closely linked to the decoupling of parking noted elsewhere as a policy-level recommendation. GoTriangle has long supported commuting options like van-sharing, carpooling, and telework. Institutional employers such as the City of Raleigh and North Carolina State University already have successful programs; smaller employers and groups of employers in the private sector should also be encouraged to pursue these efforts.

Transit recommendations will evolve somewhat over time with updates based on the ongoing Wake County Transit Plan.

Focusing amenities and improvements at fewer stops also reduces ongoing maintenance costs. The study area features some challenging maneuvers for bus drivers, and this design element should be kept in the forefront as the area redevelops.

Continue to Strategically Increase Frequency

Bus routes that can manage 15-minute headways (or frequencies of service that pass the same stop location) create the opportunity for people to essentially “throw away the schedule.” Strategic investments that help to decrease the headways, particularly in the peak periods of travel, are important.

The 2015 Wake County Transit Plan calls for a “frequent network” of 15-minute or better headways all day for the City of Raleigh. Public input collected in the Cameron Village and Hillsborough Street Area Plans ranked high frequency bus service and transit stops as their number two priority for infrastructure.



PUBLIC BUS AND TYPICAL BUS STOP IN CAMERON VILLAGE



4 Distribute + Calm Traffic

Over the past decade, much has changed with the development, housing market and demographics within the Cameron Village and Hillsborough Street study areas. An increase in mixed use, apartment living, and condominium growth has been seen in the area. This change has resulted in the attraction of more young professionals to this thriving urban community. However, the transportation infrastructure has mostly remained the same. Issues with limited transportation choices (bicycle, pedestrian, parking, transit, etc.) have been a key focus of the discussions conducted with residents, merchants, visitors, and elected officials, as well as most analytical findings. In addition, concerns are growing over cut-through traffic within neighborhoods. The following section provides a review of the primary recommendations for transportation improvements including system connectivity, bicycle, pedestrian and transit provisions, parking and spot intersection/corridor design concepts.

Mobility Recommendations

The roadway recommendations take into account changing demographics, emerging trends, local desires, and available resources to transform a vision for a balanced transportation network into a realized future. To their credit, local officials have acknowledged that focusing all resources on building roads to combat congestion will do little to address area-wide needs. Instead, the transportation strategy is to do more with less by focusing on maximizing the existing network, and making strategic investments on the highest priority projects.



FIGURE 29. MOBILITY IMPROVEMENTS PROPOSED FOR THE CAMERON VILLAGE STUDY AREA

Cameron Village

Mobility Network

Roadway Connectivity

System Level Observations

Oberlin Road, Peace Street, Hillsborough Street, and Wade Avenue are the most notable thoroughfares in the Cameron Village study area, connecting downtown Raleigh, I-440, NCSU, to the Village core. However, there still remains a need for improved connectivity. The Cameron Village study area is supported by secondary street connections including roads like Daniels, Smallwood, Cameron, and Woodburn, but separate parts of what is otherwise a modified grid system are split by a superblock along the northern portion of Oberlin Road. Providing connectivity improvements for streets, alleyways, bikeways, and sidewalks will improve mobility as well as provide healthy choices for residents and visitors alike.

Connectivity Recommendations

System level connectivity improvements will enhance study area circulation and mobility. With this in mind, the Figure 30 highlight several connectivity improvements that when implemented should improve efficiency of the major mobility carriers. The recommendations that follow represent the shared work of local staff, stakeholders, and the Advisory Committee, and have been vetted through the public during the first public work session on February 10 -12, 2015. A few of the highlighted recommendations include:

Glover Lane Extension, Bedford Avenue Extension, and the Oberlin-Wade Connection

Currently, there is no cross access between Daniels Street and Oberlin Road from Wade Avenue to Smallwood Drive. This presents a problem for traffic flow along Oberlin by forcing the majority of north-south traffic along a section of roadway which carries approximately 16,000 – 17,000 vehicles per day. Improving cross access at one or more of these locations will provide drivers, pedestrians, and bicyclists better choices for making the same trip safely and more directly. The proposed cross section for each new road (2-lanes) would be similar to the current Oberlin Road cross section, but would include provisions for bikeways and sidewalks. The implementation of all three new connections would provide the best system performance. However, the Glover Lane extension is the preferred priority if a choice must be made. All three of these new connections are dependent on private development and redevelopment. Collaboration with private property owners would be necessary to secure needed rights-of-way or to construct a connection. Additional field notes regarding each connection follow:



EXISTING CONDITIONS

Existing Primary Network



ENHANCED MOBILITY NETWORK

Proposed Enhanced Network
Local Street Connections

- Oberlin-Wade Connection (near Oberlin Court): Currently accessible by vehicle. Requires crossing two speed humps and passing through parking lots. Formalizing this connection would minimally impact parking for commercial areas, but would potentially impact parking for residences near Wade Avenue. Existing physical constraints make this a long-term connection dependent on private redevelopment in order to be realized.
- Glover Lane Extension: Connection through Glover Lane extension to Oberlin Road; impacts existing structures, which makes this a long-term connection dependent on private redevelopment to be realized.
- Bedford Avenue Extension: Viability depends on new development; currently would impact parking area and two multifamily apartment buildings. (Note that Graham Street extension to Oberlin Road is an alternative option; impacts surface parking and structures.)

Other minor connections that could occur through redevelopment efforts only, include Everett Avenue realignment to Smallwood, Park Drive extension to Enterprise Street, and Garden Place extension from Enterprise Street to Chamberlain Street.

FIGURE 30. PROPOSED ENHANCEMENTS TO THE VEHICULAR CIRCULATION NETWORK

Cameron Village Mobility Network

Smallwood Drive Realignment Improvements

Smallwood Drive and Cameron Street are underutilized roadways that provide a direct access to Cameron Village proper as well as Oberlin Road. Today, all traffic heading westbound on Peace Street is directed towards Clark Avenue, regardless of the intended destination. This puts undue strain on this two-lane corridor and the Clark/Oberlin traffic signal. Safety problems are more prevalent along Clark Avenue due to the high volume and lack of pedestrian facilities. In fact, a recent (February 2015) fatality occurred along the Clark Avenue corridor as a driver pulled out in front of a motorcyclist.

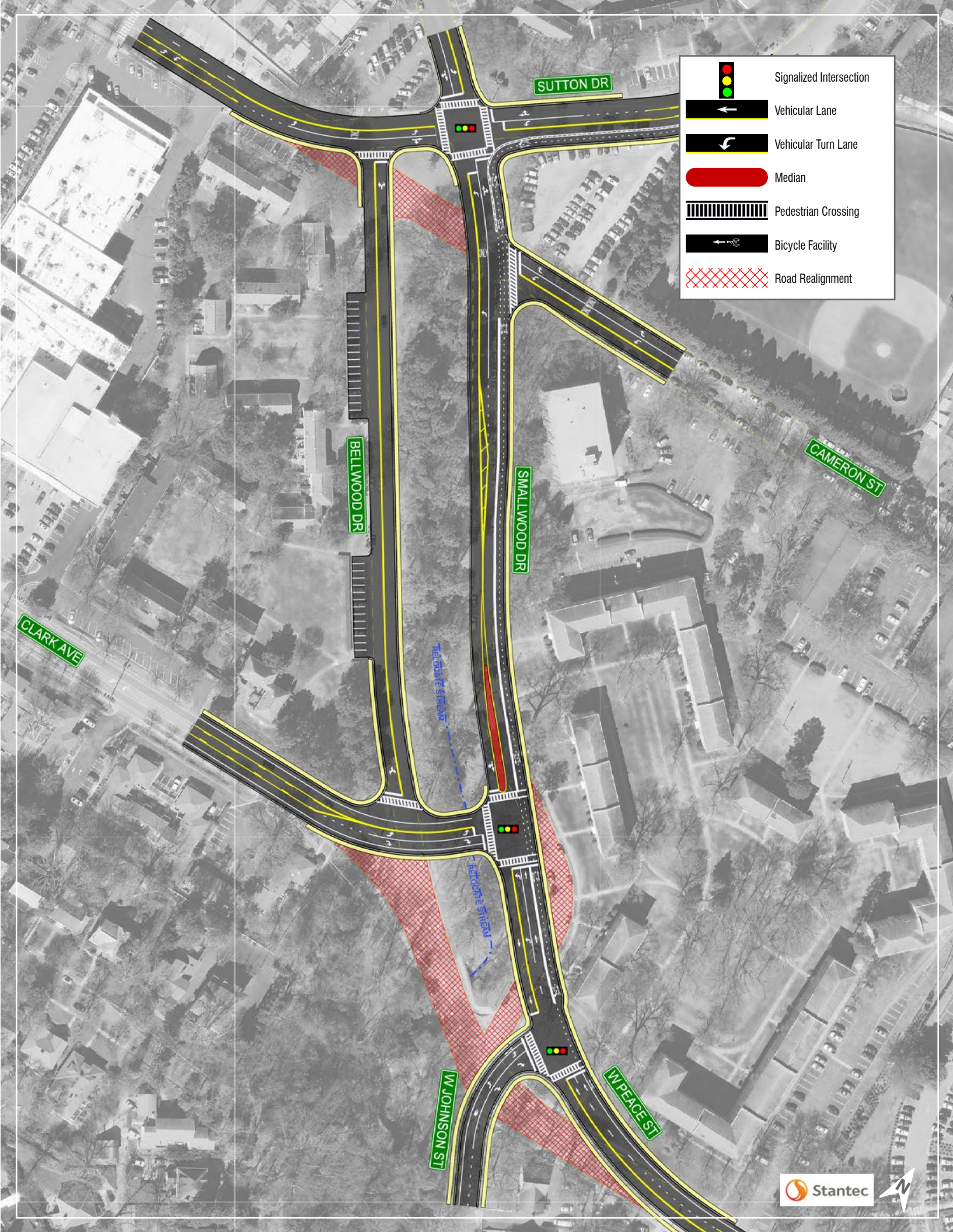
Together, Smallwood and Cameron have a total of six travel lanes compared to only two on Clark. Cars traveling on Peace Street with the destination of Cameron Village or the Wade Avenue interchange area, could be distributed more evenly among these three streets. If the intersection of Clark and Peace can be redesigned to accommodate an easier and more attractive use of Smallwood, this would limit the traffic demand and safety problems along Clark Avenue. Providing a multitude of travel options (i.e., network enhancements) would improve system efficiency and route choices for drivers, bicyclists, and pedestrians.

It is recommended that the intersection of Clark/Smallwood/Peace Street be realigned to allow the through travel to be accommodated along Smallwood Drive (see Figure 31). This would require a smoother, more gradual curve between Peace and Smallwood, but it could be accomplished without impacting the existing built development. Based on recent count data, left turns from westbound Peace Street to Clark would be approximately 200 vehicles during the peak hour. This new intersection design would accommodate this movement with acceptable results. Also, the Cameron Street and Sutton Drive intersection would be redesigned to create a single four-way intersection, eliminating the bad skew along Sutton and the redundant intersection at Smallwood/Cameron Street.

This study did consider converting Bellwood and Smallwood back to the old one-way pair system. However, this required considerable design and operational challenges. A future study could be commissioned that considered how best to design the one-way pair system and still maintain adequate bicycle and pedestrian accommodations, traffic circulation, and avoid spillback and queuing problems.

With regard to bicycle and pedestrian recommendations, a bicycle facility could be accommodated along the one-way Johnston/Smallwood/Sutton corridor. Sidewalks should be installed primarily along the westbound side of Peace Street, Smallwood Drive, and Sutton Drive. High visibility crosswalks, new sidewalks to close gaps, pedestrian countdown signals, median refuge, and pedestrian lighting would provide adequate traffic calming and safety enhancements for pedestrians, bicyclists, and drivers alike.

FIGURE 31. OPPOSITE: SMALLWOOD RD / CLARK RD CONCEPTUAL DESIGN BY STANTEC



Cameron Village Mobility Network

Oberlin Road Improvements

As a follow up to the Oberlin Road Streetscape Plan (adopted 2015), careful consideration was given to physical improvements along this important street. The previous study recommended streetscape/Complete Streets improvements as well as dedicated bicycle lanes along this corridor. Giving careful consideration to the prior study as well as the larger area's traffic patterns, safety and aesthetics, three key recommendations were made (see Figure 32). The 5-lane section of Oberlin between Clark and Smallwood has been a focus of discussion for quite some time. Crossing this facility as a pedestrian or cyclist is daunting and in some cases dangerous as expressed by meeting participants. High speeds and lack of pedestrian refuge has been noted.

It is recommended that the section of Oberlin between Clark and Smallwood be improved to a 2-lane divided with dedicated bicycle lanes and parking (approximately 30 new spaces) on the west side. High visibility crosswalks, pedestrian countdowns, landscaping, median refuge islands, and pedestrian lighting would provide adequate traffic calming and safety enhancements for pedestrians, bicyclists, and drivers alike.

The rationale for supporting a reduction in the lanes along this short segment of Oberlin Road is that the through-put capacity is already limited by the narrower sections (i.e., 2-lanes) of the road to the north of Bedford and the south of Clark. It is not anticipated that significant impacts to capacity will result from creating a consistent through section.

To mitigate congestion experienced at the Oberlin/Clark intersection, an alternative would be to remove the left turn lanes on Oberlin Road – northbound and southbound – turning left onto Clark Avenue. This modification would improve traffic operations and pedestrian safety. Left turns would be accommodated at the intersections of Smallwood Drive and Cameron Street, for southbound traffic on Oberlin Road. Northbound traffic could use Enterprise Street as an alternative route for left turns onto Clark Avenue. This improvement would address concerns study participants expressed regarding drivers making illegal turning movements and lane changes in frustration of congestion and delays, as well as pedestrian discomfort and a lack of safety when crossing this intersection. The removal of the north-south left turn lanes at the Oberlin/Clark intersection should provide additional operational relief to this intersection. Other potential solutions include partial actuation for left turns, or an extended left turn queue for Clark Avenue heading eastbound (allowing a change in the phasing).

Note: Left turn lane changes should only be made in conjunction with the Smallwood Drive Realignment Improvements.

Transformation of Oberlin Road to a “Complete Street” ranked as the highest priority with the public in terms of parking and transportation improvements.

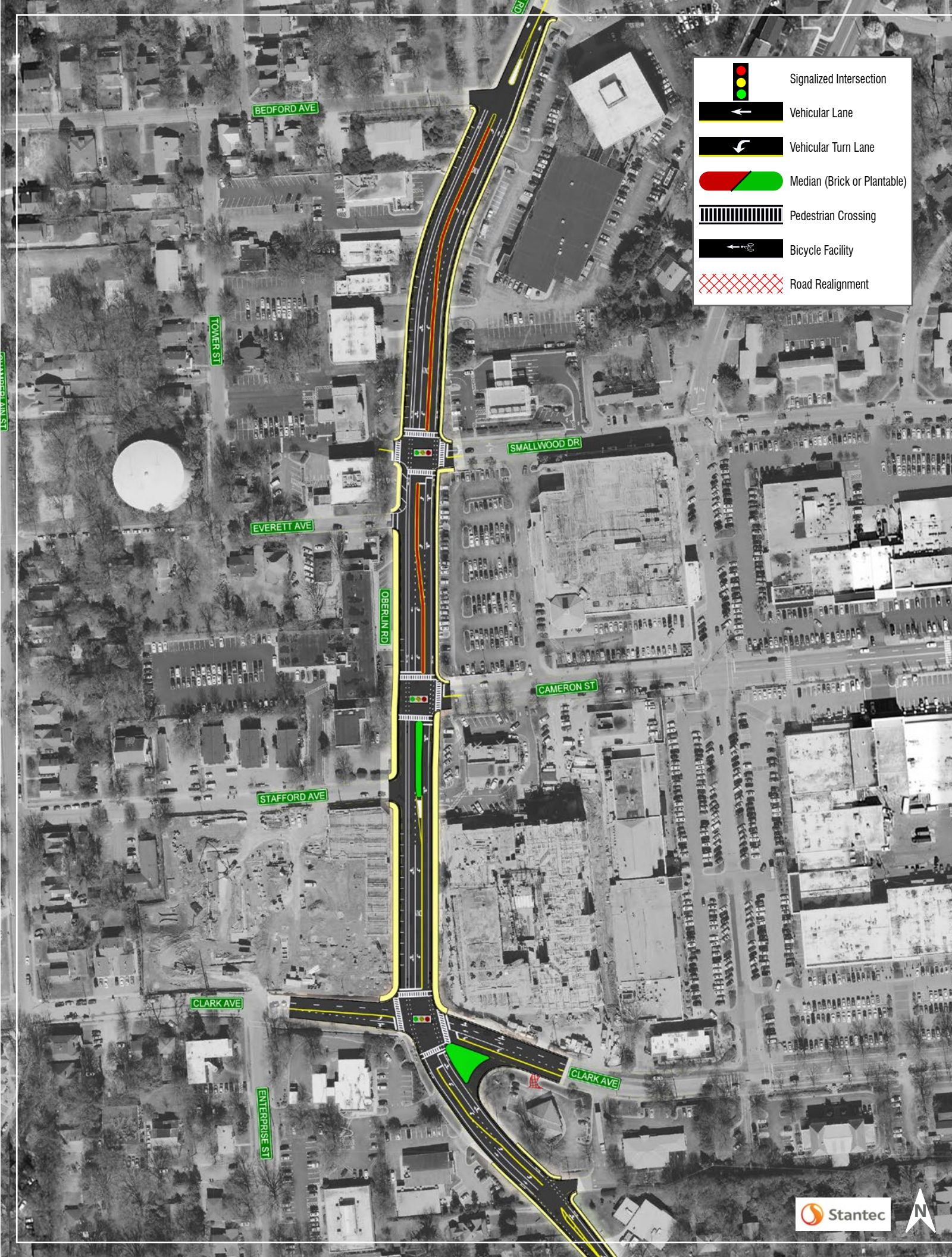


FIGURE 32. OPPOSITE: OBERLIN RD / CLARK RD CONCEPTUAL DESIGN BY STANTEC

Cameron Village Mobility Network

Oberlin Road/Wade Avenue Interchange Improvements

At one time Oberlin Road was planned to be widened to a multi-lane facility from Hillsborough Street to Glenwood Avenue. That is why there are currently five travel lanes across the Wade Avenue interchange. Over time the option of widening Oberlin Road all the way to Wade Avenue has been removed from the table, so alternatives are necessary. Participants in the study have expressed issues related to safety, confusing lane changes, and lack of bicycle and pedestrian facilities along this section of roadway. In fact, drivers heading eastbound on the Wade Avenue exit ramp towards Oberlin are required to make a double merge when making a right turn onto Oberlin Road due to the confusing roadway design.

Consistent with the recommendation near Clark Avenue, this segment of Oberlin is recommended to be improved to a 2-lane divided (brick or plantable median) with bicycle lanes or protected bikeways (see Figure 33). High visibility crosswalks, new sidewalks to fill gaps, pedestrian countdown signals, median refuge, and pedestrian lighting would provide adequate traffic calming and safety enhancements for pedestrians, bicyclists, and drivers alike. To enhance pedestrian and cyclist safety, the southbound continuous right turn lane would be replaced with right turn bays. Drivers would be required to yield to pedestrians at all intersections and ramps.

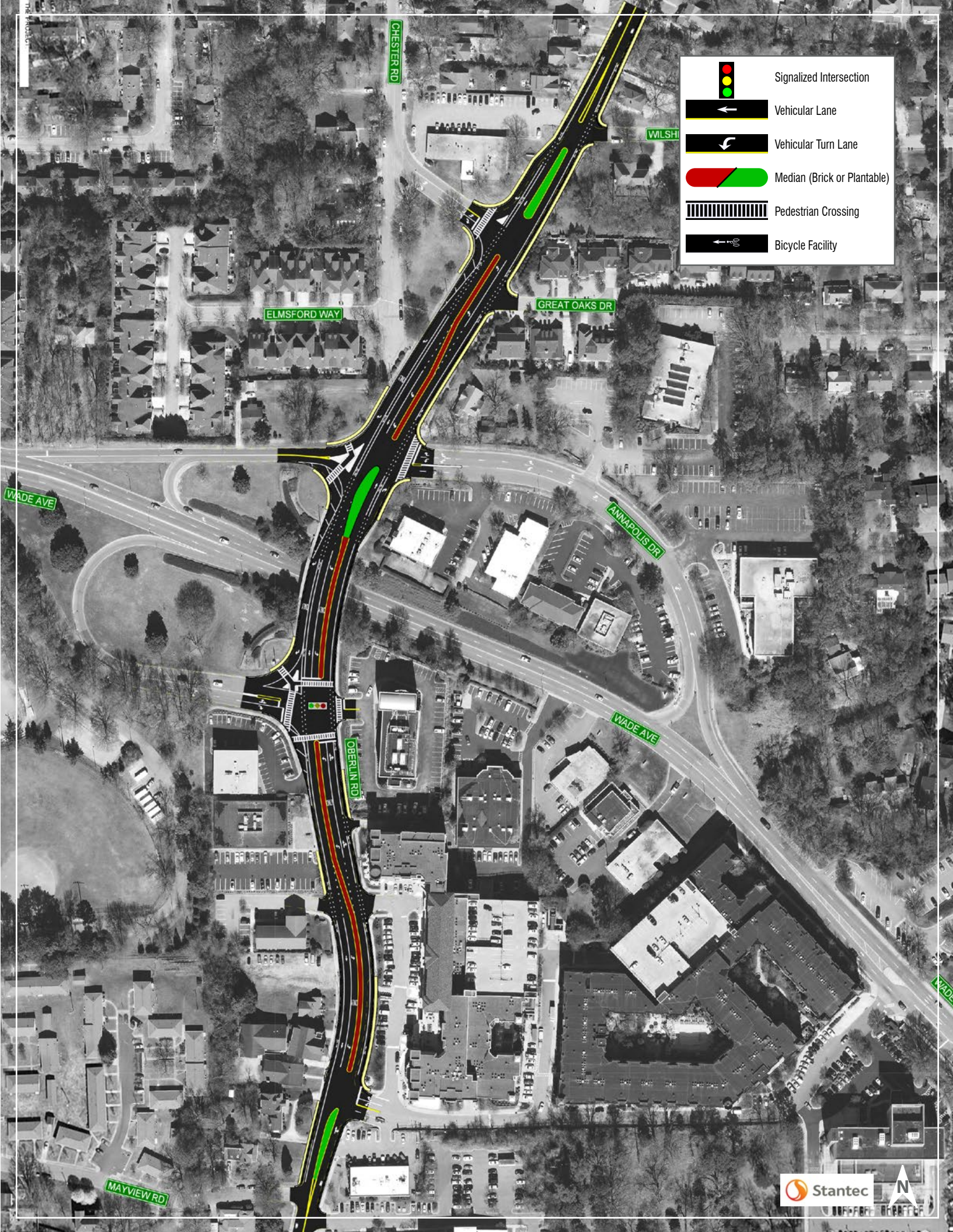


FIGURE 33. OPPOSITE: WADE AVE / OBERLIN RD CONCEPTUAL DESIGN BY STANTEC

Cameron Village Mobility Network



DANIELS STREET IS CURRENTLY PART OF THE CAMERON VILLAGE SHOPPING CENTER PARKING LOT

Daniels Street

Daniels Street is one of the core streets in the Cameron Village study area, providing direct access to parking, pedestrian ways, commercial retail, a residential neighborhood, and internal north-south circulation. However, this multipurpose function makes Daniels Street somewhat confusing to travel. Today, the section of Daniels between Smallwood and Clark Avenue is owned by the Cameron Village Shopping Center development. This segment has on-street parking and lacks quality sidewalks or bikeways to help non-motorized circulation. With this in mind, it is recommended that Daniels Street be reestablished as public right-of-way and streetscape/landscape improvements be made along the length of the street, but, primarily focused on the segment between Clark and Smallwood. This segment should be reconstructed to include modifications to parking, landscaping, and sidewalk facilities during redevelopment efforts.

It is recommended that the City also investigate and evaluate installing a new signal at Wade Avenue/Daniels Street to allow secondary access for local residents. This signal would allow safe passage for vehicles, pedestrians, and bicyclists that desire to cross and access Wade Avenue. In order for this signal to be functional, it would have to be coordinated with the existing pedestrian signal at the crest of the hill (at State Employees Credit Union) on Wade Avenue due to sight distance limitations. Once coordinated, this would allow both signals to be controlled simultaneously. Vehicles entering/exiting from Daniels would be protected from through traffic on Wade Avenue, helping to reduce Cameron Village residents' reliance on Wade and Smallwood to access their neighborhood from the west.

Mobility Network Hillsborough Street

Hillsborough Street Transportation Improvements

The Hillsborough Street study area has seen a great deal of transportation planning in recent years. The Hillsborough Streetscape Plan, a multi-phase streetscape, pedestrian, and bicycle plan, outlines mobility improvements for the length of Hillsborough Street within the study area. Phase I of the streetscape plan has already been completed and Phase II, which includes conversion to a two lane street with a raised median, from Gardner Street to the Rosemary Street / Shepherd Street intersection, is slated to begin construction in 2016.

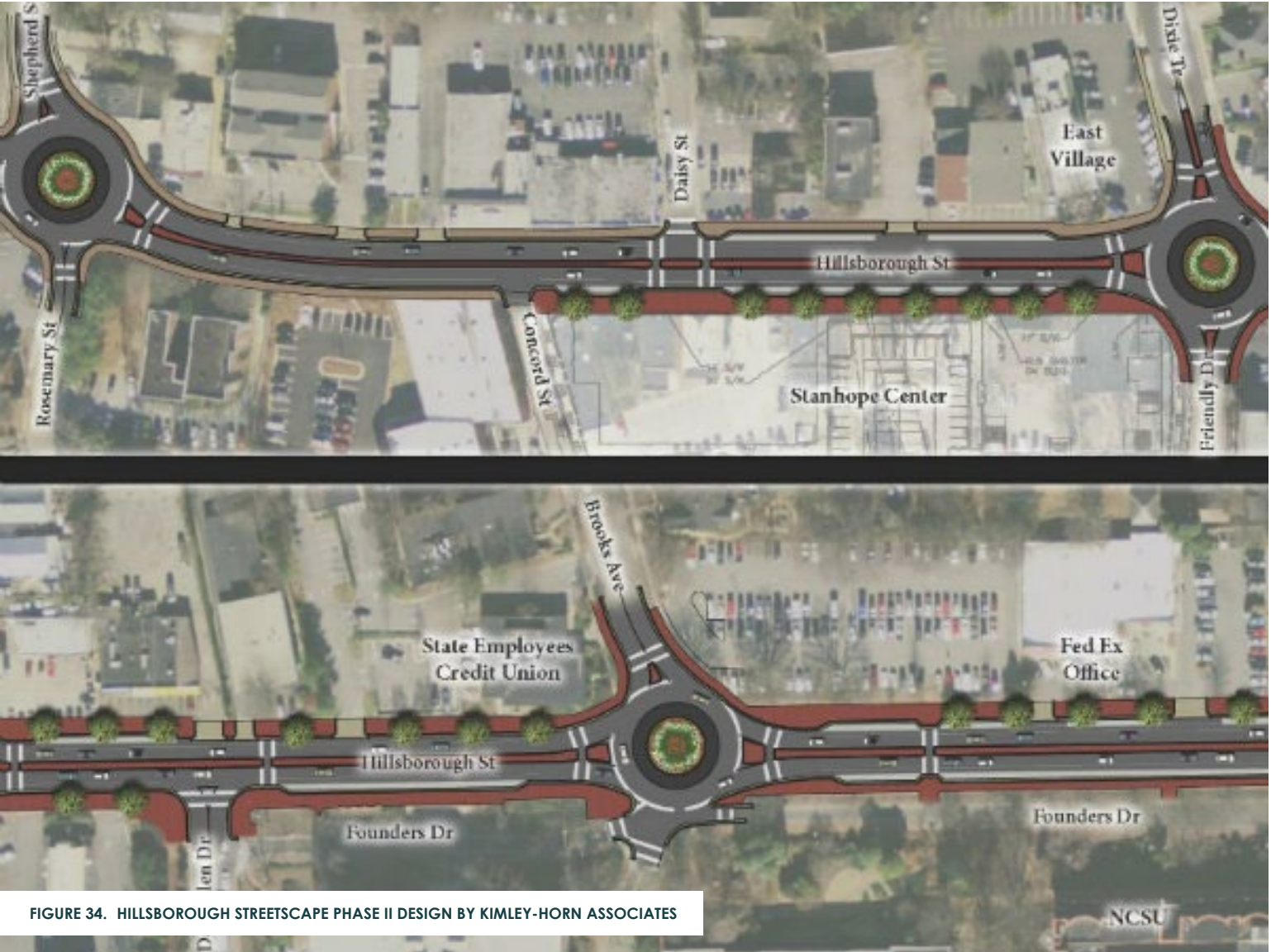


FIGURE 34. HILLSBOROUGH STREETScape PHASE II DESIGN BY KIMLEY-HORN ASSOCIATES

5 Plan for Adequate + Accessible Parking



PARKING AS SEEN IN CAMERON VILLAGE

The Cameron Village and Hillsborough Street study areas rely heavily on on-street parking in order to satisfy a great deal of the demand, even in areas where the uses are predominantly residential. Off-street parking areas do exist for larger, multi-family residential parcels; the Cameron Village shopping center; isolated parking behind smaller commercial frontages; and driveways associated with individual houses.

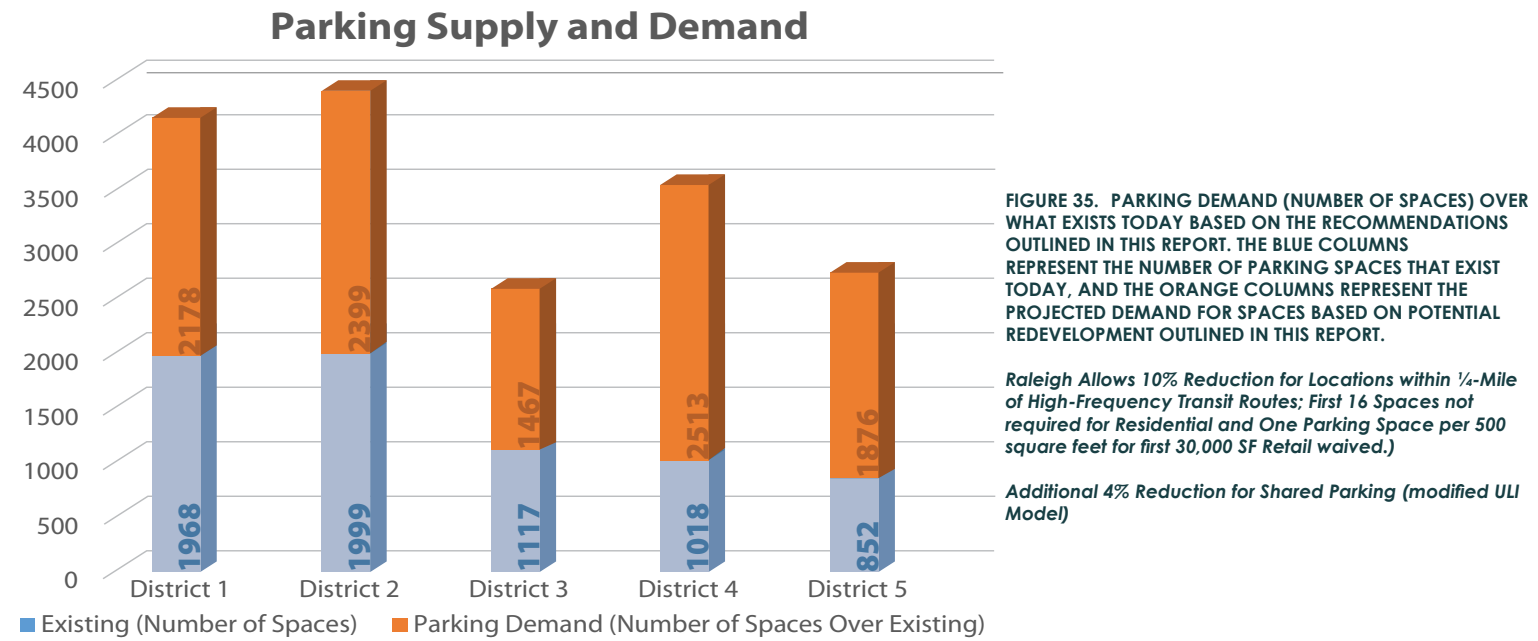
As detailed in the Market Analysis Summary, adequate and accessible parking is key to the viability of new commercial and retail uses. At the same time, the Plan seeks to discourage seas of parking that are inconsistent with a pedestrian district. Existing parking is right at the accepted norms for urban contexts, with the greatest tightness in supply at Cameron Village Shopping Center and along Hillsborough Street. The Plan anticipates a challenge in accommodating increased development. Solutions will have to include on-street parking, new structured parking, improved wayfinding, and parking technologies.

Existing Policy

While calculating parking needs for an isolated parcel of land devoted to a single use is fairly straightforward, the Cameron Village and Hillsborough Street area features hundreds of parcels devoted to dozens of different uses. Mixed-use contexts add even more complexity to the calculation of parking demand, with some characteristics suggesting higher demand and other factors suggesting lower demand:

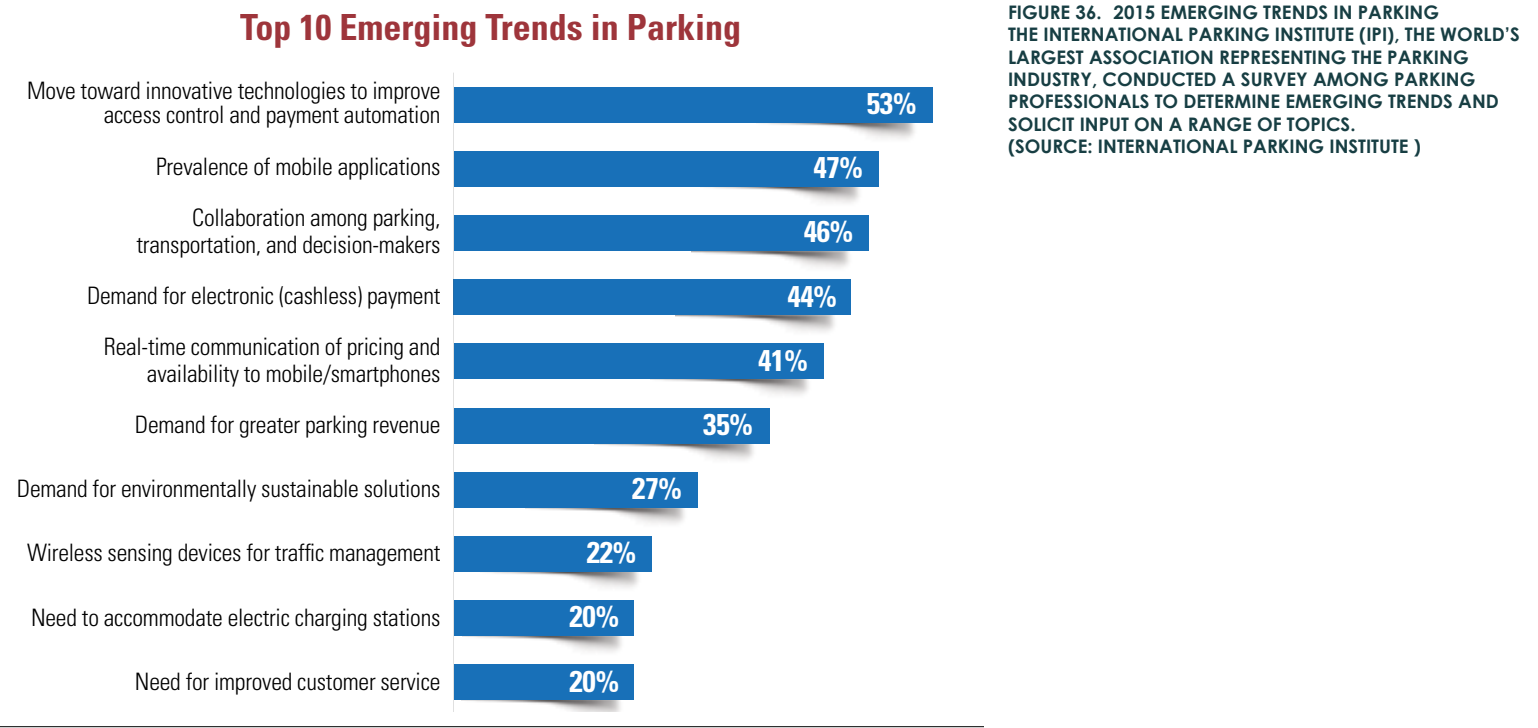
Polarized Objectives Related to Parking	
MORE PARKING	LESS PARKING
Number of Residences or Size of Non-Residential Properties	Collocated Uses that Need Parking at Different Times of Day or Days of the Week
Desire for Customers to have Easy Access to Businesses by Car	Desire to have a Well-Integrated, Walkable Community - with Easy Access to Businesses
Reduce Traffic By Reducing Searching for Parking Spaces	Reduce Traffic by Increasing Relative Attractiveness of Transit, Biking, and Walking
Increase Tax Base by Attracting Businesses that Favor Ample Parking	Increase Tax Base by Devoting More Land to Productive, Higher-Intensity Uses

On the other hand, parking should not trump other needs of the people and businesses it is intended to serve, and existing parking areas already consume



nearly one-third of the land in the study area. Within the study area, conflicts and concerns surrounding parking are more noticeable in the Hillsborough Street corridor currently than along Oberlin Road / Clark Avenue. Much of the former is dominated by a pair of residential parking permit districts that restrict the timing of parking behavior that otherwise would be encroached upon by external users (e.g., University students).

To address polarized objectives such as these, communities around the country are realizing that adding ever more space devoted solely to parking supply produces negative outcomes. A number of strategies are currently trending for managing parking demand and to avoid some of the negative consequences of parking. Most of these strategies relate to managing peak period demand, and the top three are technology driven. Some of these strategies require significant public investment, while others are aided by private sector interests.



Parking Recommendations



CONFUSING PARKING SIGNAGE



PARKING TECHNOLOGY CAN ENCOURAGE CUSTOMERS IF THEY KNOW THERE IS A PARKING SPACE AVAILABLE WHEN THEY GET THERE, PARKING APPS ON THE MARKET TODAY ALLOW YOU TO SEE HOW MANY SPACES ARE AVAILABLE IN A GIVEN LOCATION, THE LOCATION, AND EVEN HOW MUCH PARKING WILL COST ONCE YOU GET THERE.

Parking Recommendations

Based upon a detailed field review of parking location inventory and types, information on parking tickets (as a surrogate for parking demand), and conversations with members of the community, a number of recommendations should be pursued in order to enhance, increase, and manage parking.

Actively Manage On-Street Parking

While some communities have resorted to interactive and dynamic pricing through major investments in detection and meters, simply observing the effects that increases and decreases in pricing schedules have on demand and turnover (“churn”) rates is sufficient. It may be necessary to increase standard parking rates based on analysis. Additional revenues realized from higher parking rates should be used in part to help fund the municipal service district, and partly to help finance increased enforcement in the area. The second recommendation related to management of on-street parking is to work with a private sector partner(s) to create an easily accessible database of parking locations within both the core of the City and throughout the Hillsborough Street / Cameron Village area. An example of a system that identifies on-street parking locations is VoicePark™, now underway in San Francisco as well as seven other cities. VoicePark™ provides turn-by-turn directions to the nearest parking spot in 70,000 off-street and 20,000 on-street parking spaces. The company claims that this application reduces typical search times for parking from 6.5 minutes to 45 seconds.

Manage Off-Street Parking More Effectively

Much of the surface parking is tied to private developments or institutions (e.g., churches) that have bands of time when their patrons are not using these parking areas. Working with these property owners to allow these spaces to be rented out or using a parking meter scheme like that used for the 2300 block (behind the Chipotle and Bruegger’s restaurants) would increase the number of available spaces. The City or a private entity could work with the property owners and the municipal service district to identify these areas and take on some degree of maintenance and enforcement.

Conduct a Thorough Re-Design of Both On-Street and Off-Street Parking Areas

Making better use of near-corner areas (on opposing corners to ensure that fire equipment can access streets) is one way to increase the supply of on-street parking. In addition, redesigning some private lots through conversion of two-way aisles to one-way aisles (for example) and consolidating parking areas would yield many new parking spaces. The exact number of new spaces would in part be estimated by how aggressively a reduced standard of depth, width, and circulation lanes would be applied, but a preliminary estimate suggests approximately 100 new spaces.

Expand On-Street Parking Metered Areas

Some of the side streets in the western half of the Hillsborough Street corridor

are not currently metered, and instead rely on signage-based restrictions. As the corridor continues to develop and redevelop commercially, increasing the availability of parking through metering becomes more important. Pogue, Brooks, Dixon, and other streets to the west of Hodge, where metered parking currently ends, will need to come on-line as density of the area increases and necessitates more responsive parking strategies. This strategy could generate approximately 250 newly metered on-street spaces. Increasing the numbered of metered spaces discourages day-long parking and increases turnover in curbside parking.

Leverage Existing Parking Policy

The UDO delineates how parking requirements should be applied to various types of developments and surrounding contexts. The UDO allows shared parking as well as remote parking under certain conditions. Parking reductions are permitted in areas that are adjacent to transit, employ car-sharing (although no other travel demand management, or TDM, measures), or that serve affordable and/or senior housing. Other districts, such as downtown (DX) or transit overlay districts (TOD), provide parking maximums. Encouraging joint use parking between complementary uses; requiring lease of parking spaces within a radius of new developments; and other shared parking arrangements are important to managing parking effectively. An agreement between the two sharing parties, as well as a joint agreement between the parties in question and the City, should be encouraged wherever possible. As much as 15% of future parking demand could be accommodated through shared parking arrangements.

Creating Additional Parking

As a place largely developed, the Cameron Village and Hillsborough Street study areas offer few opportunities to create substantial parking areas. Additional parking should be incorporated into private new development and redevelopment wherever possible, particularly in the Hillsborough Street area. The Hillsborough Street Community Service Corporation could work with private developers to encourage these types of shared uses within the municipal service district boundary. Should portions of the Cameron Village shopping center redevelop, additional structured parking should be considered in this location as well. In some cases, the City could partner with private developers to accommodate a portion of planned parking decks as publicly-accessible parking.

As noted previously, consideration of other management-oriented options should be considered before new parking is financed by the City (either whole or in part) due to the negative consequences that excessive parking creates for active modes of travel, transit patronage, localized traffic volumes, and overall community appearance and functionality. Should structured parking be considered, effective management of the available spaces will be needed in order to help recoup the substantial construction and maintenance costs imposed on the City. There may also be opportunities to partner with private entities to create more structured parking.



EXAMPLE OF A SURFACE PARKING LOT THAT COULD BE RECONFIGURED FOR ADDITIONAL PARKING SPACES



EXAMPLE OF A SHARED USE LOT ON HILLSBOROUGH STREET



THE PARKING LOT AT FAIRMONT METHODIST CHURCH IS UNDERUTILIZED MOST OF THE DAY

6 Zone for the Future

The Unified Development Ordinance is the portion of the City Code that establishes zoning districts and implements the zoning framework. The UDO uses illustrations, tables and text to improve readability. In addition to zoning, it includes development standards such as parking, landscaping and screening, signs, lighting, and outdoor display and storage. Other standards protect natural resources such as tree conservation, stormwater, flood prone areas, erosion and sedimentation, and water supply watershed protection areas. It also integrates subdivision and site planning standards and the building and housing code.

- City of Raleigh

Key to implementing the Plan is modifying the regulatory environment to support plan recommendations. The City of Raleigh recently underwent a major rezoning effort that affects non-residential portions of the city. Unanimously adopted by City Council on November 16, 2015 and effective February 14, 2016, the rezoning brings all properties into the new zoning districts established in the UDO. The planning process sought to educate area stakeholders on the proposed zoning and suggest any refinements based on final plan recommendations.

Existing Zoning

Cameron Village

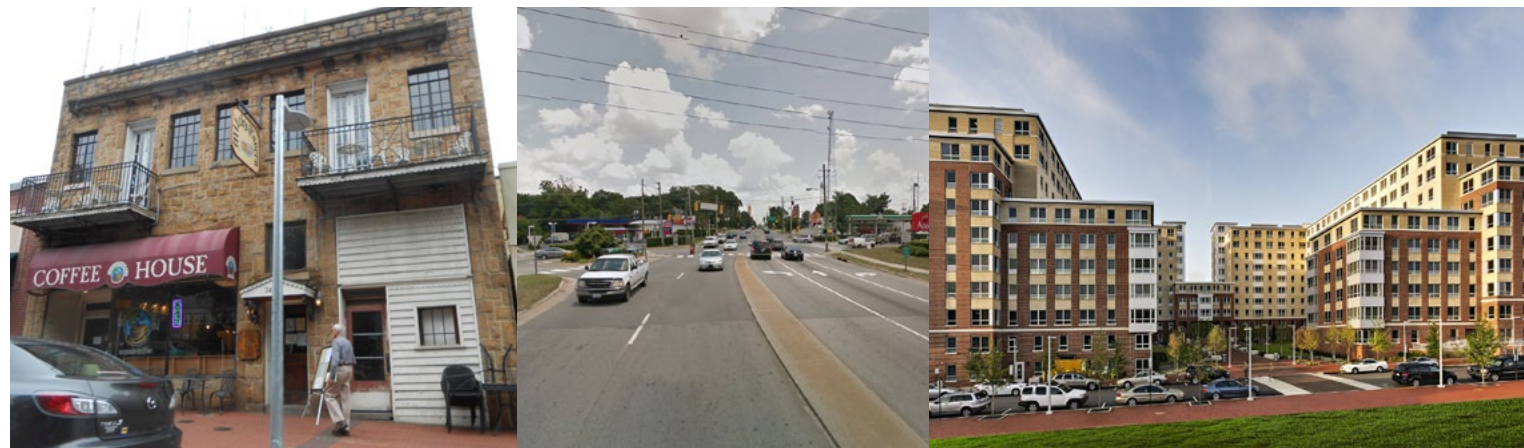
The previous zoning within the Cameron Village study area consisted of Residential, Shopping Center, and Office Institution-1 zoning districts. There were a number of overlay districts that overlapped throughout the area. The adopted UDO zoning is similar but allows for more mixed use flexibility, removing the need for some of the overlay districts.

The Cameron Village study area includes the following zoning categories:

- Residential – within the existing residential neighborhoods
- Residential Mixed Use – along the edges of neighborhoods, associated with multi-family housing
- Neighborhood Mixed Use – along the edges of neighborhoods, primarily focused around Cameron Village Shopping Center and along Hillsborough Street
- Office Mixed Use – primarily found around Annapolis Drive, along Oberlin Road, and for a long stretch of Hillsborough Street
- Commercial Mixed Use – focused around Cameron Village Shopping Center and along Hillsborough Street
- Planned Development – for the Oberlin Court development



TYPICAL USES WITHIN THE CAMERON VILLAGE STUDY AREA - OFFICE, COMMERCIAL, AND RESIDENTIAL



TYPICAL USES WITHIN THE HILLSBOROUGH STREET STUDY AREA - COMMERCIAL, LIGHT INDUSTRIAL, AND HIGH DENSITY RESIDENTIAL

Hillsborough Street

The zoning along Hillsborough Street is primarily Neighborhood Mixed Use or Office Mixed Use. Overlay districts are also greatly simplified.

The Hillsborough Street study area includes the following zoning categories:

- Residential – within the existing residential neighborhoods
- Residential Mixed Use – along the edges of neighborhoods, mostly around Chamberlain Street
- Neighborhood Mixed Use – along most of the length of Hillsborough Street
- Office Mixed Use – small stretches along Hillsborough Street, and the entirety of the NCSU campus
- Commercial Mixed Use – small pockets along Hillsborough Street
- Planned Development – for the Valentine Commons development
- Industrial Mixed Use – along the railroad tracks to the western end of the study area

Zoning Refinement

Using a draft of the proposed UDO zoning as a baseline, development opportunities were identified (see call-out to the right). In the public charrettes held in February and March of 2015, the public was asked what the appropriate use and height were for these development opportunity areas. The team then synthesized the responses into two scenarios per study area: a more conservative growth scenario, and a more aggressive growth scenario. These growth scenarios are shown in Figure 37 to Figure 40.

Parcels designated as “development opportunities” were selected based on public interest and the presence of development pressures as well as through a soft-site analysis. The City’s soft site analysis identified which parcels have a likelihood of being redeveloped if public sector actions and/or market trends raise the value that can be realized through new development versus maintaining the status quo. Soft sites include vacant sites, sites which are “under built,” and sites with vacant or deteriorated structures. Some additional pressures for redevelopment come from residential infill of existing vacant properties within existing neighborhoods. Other pressures include property that could have higher and more productive uses along commercial/office corridors. Analysis identifies properties that are likely to experience development pressure, regardless of the desirability of redevelopment.

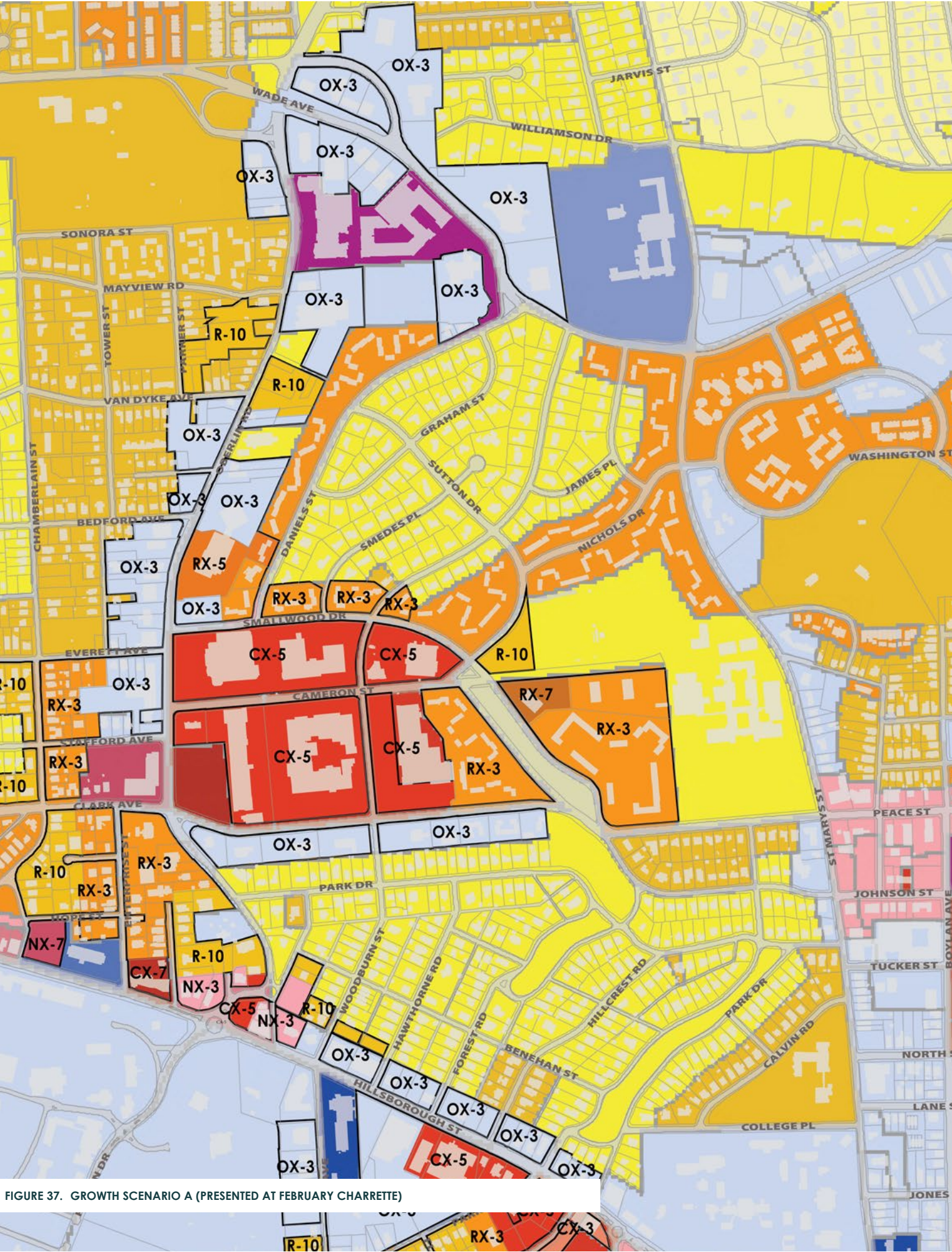


FIGURE 37. GROWTH SCENARIO A (PRESENTED AT FEBRUARY CHARRETTE)

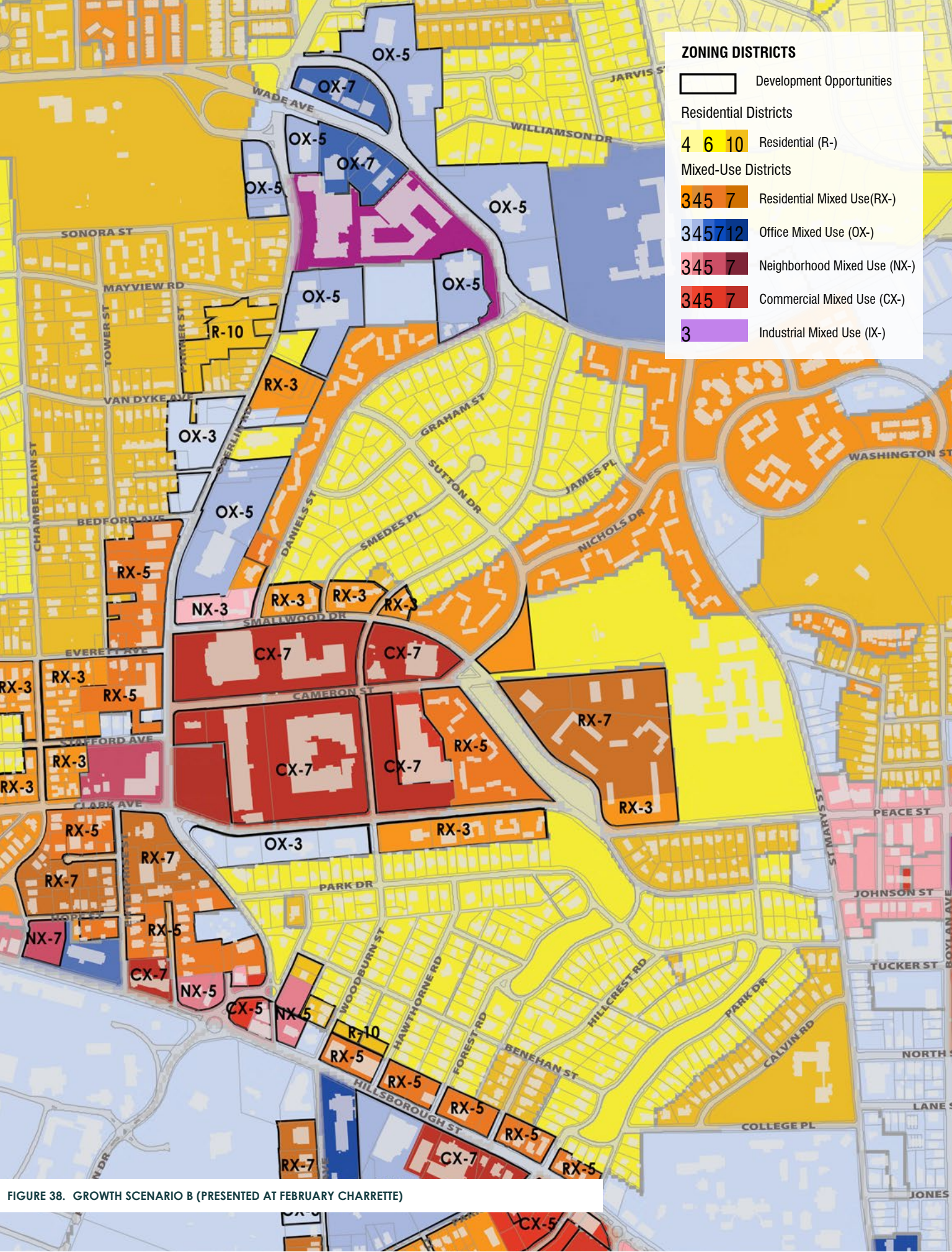


FIGURE 38. GROWTH SCENARIO B (PRESENTED AT FEBRUARY CHARRETTE)

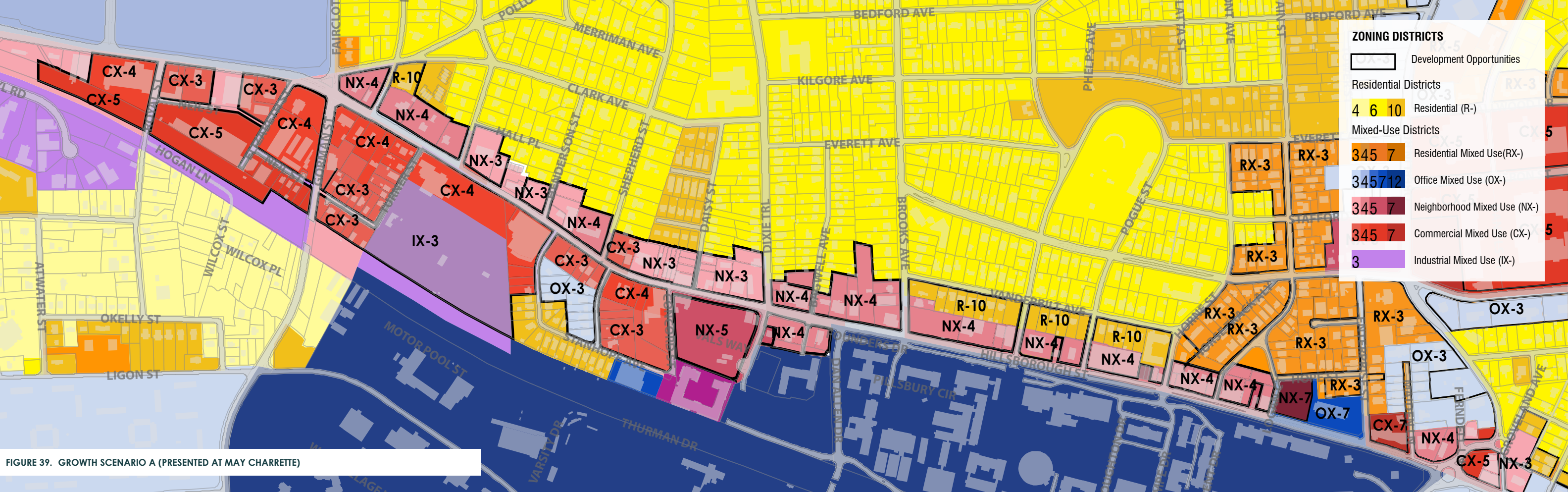


FIGURE 39. GROWTH SCENARIO A (PRESENTED AT MAY CHARRETTE)

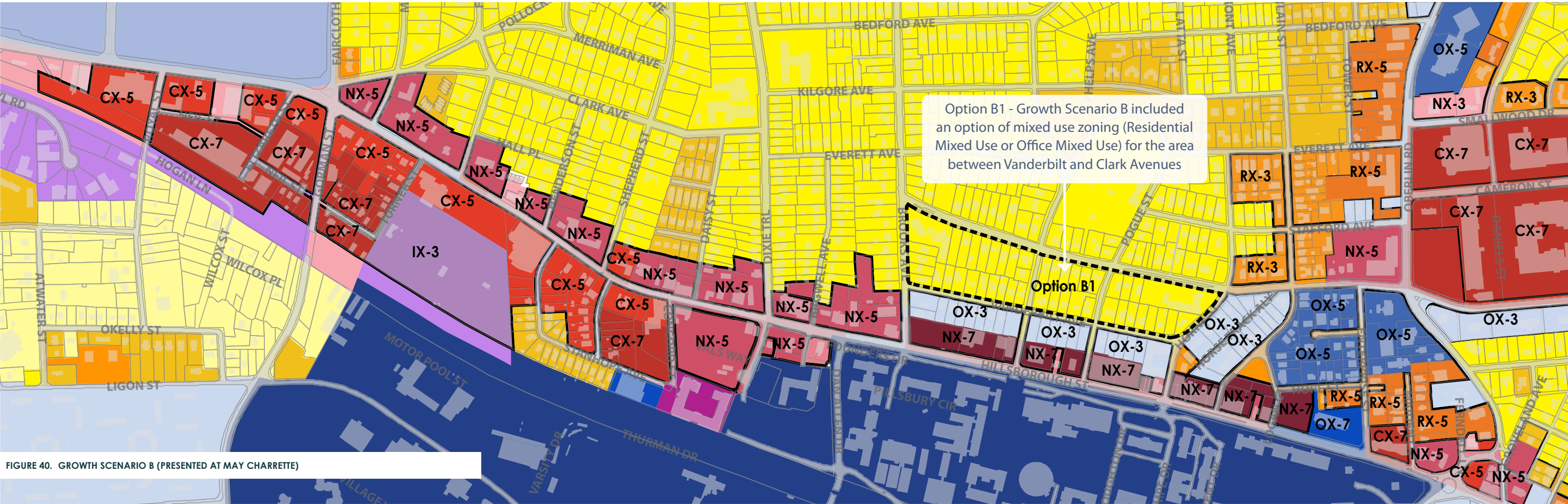


FIGURE 40. GROWTH SCENARIO B (PRESENTED AT MAY CHARRETTE)

Zone for the Future

Cameron Village

In charrettes and subsequent online surveys, the public was asked to provide feedback on the proposed growth scenarios. Based on that feedback, projected growth and transportation analysis, and informed scenario planning, an initial recommended alternative was drafted. With input from city staff and the Advisory Committee, the final alternative shown on the following pages was developed.

Cameron Village Zoning Refinement

Zoning recommendations for the Cameron Village area include:

- Office focused at Wade Avenue – The area around Oberlin Road, Wade Avenue, and Annapolis Drive is an office district. The refinement allows for increased intensity, up to five stories, to encourage office use clustering at this major intersection. This will help keep commuter traffic flowing in and out along Wade Avenue, rather than putting additional pressure on Oberlin Road during peak times.
- Increased intensity within Cameron Village Shopping Center – Similarly, intensity is allowed within the center of the Cameron Village Shopping Center. Redevelopment pressure can be met while still having enough distance for a gradual step down in height from a maximum of seven stories.
- Commercial around Cameron Village Shopping Center – Major commercial uses should remain concentrated within the Cameron Village Shopping Center, and not be allowed to encroach into existing single-family neighborhoods. Small retail spaces are still permissible in both the Neighborhood and Office Mixed Use zoning districts.
- Mixed uses along major roadways – Mixed Use zoning categories (i.e. Residential Mixed Use, Office Mixed Use, Neighborhood Mixed Use, Commercial Mixed Use) are strategically placed along the major roadways such as Oberlin Road, Clark Avenue, and Hillsborough Street. These Mixed Use categories provide flexibility in uses, while continuing to encourage residential, along with some office or retail.
- Adjacent to single family neighborhoods – Restricting heights to 3 stories next to single family neighborhoods encourages a gradual transition in intensity to private homes, and ensures that they are not overshadowed by larger development. The exception to this occurs when there is a large change in topography such that the more intense development is already sunken (i.e. the Office Mixed Use on Annapolis is at a much lower starting elevation than the surrounding neighborhood).

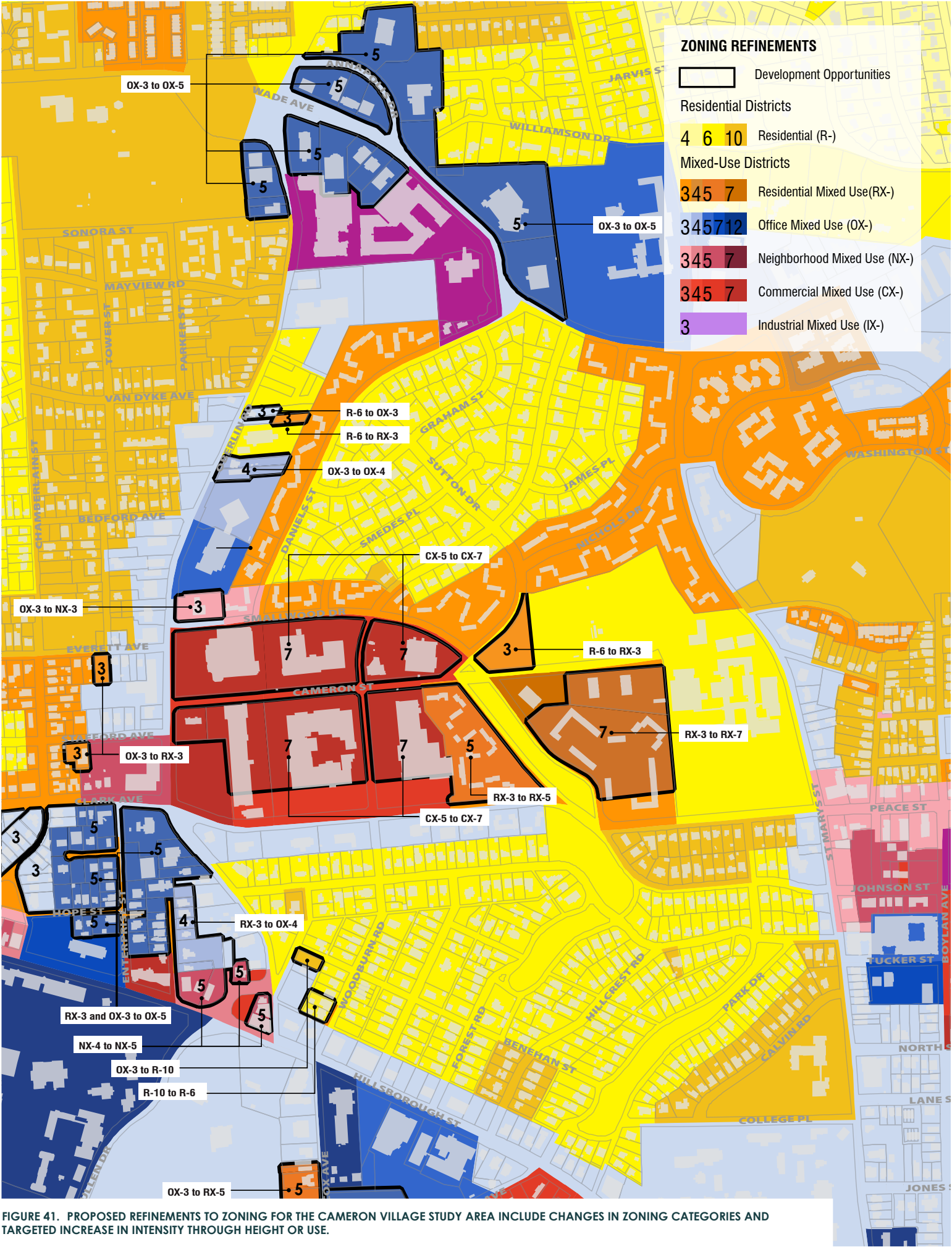


FIGURE 41. PROPOSED REFINEMENTS TO ZONING FOR THE CAMERON VILLAGE STUDY AREA INCLUDE CHANGES IN ZONING CATEGORIES AND TARGETED INCREASE IN INTENSITY THROUGH HEIGHT OR USE.

Zone for the Future Hillsborough Street

Hillsborough Street Zoning Refinement

Zoning recommendations for the Hillsborough Street area include:

- Increased intensity at core of Hillsborough corridor – Commercial intensity is increased up to 5 stories within the commercial core, directly across from the NCSU campus. This is one of the few areas allowing higher intensity next to residential. Developers will be encouraged to step down development towards the neighborhood.
- Enterprise Street as mixed-use corridor connecting Hillsborough and Cameron Village – Enterprise Street will become a secondary mixed-use spine to Oberlin Road, and will become the major pedestrian/bicycle connection between Hillsborough Street and Cameron Village Shopping Center, with active streetscapes to create a high-quality public realm.

- Gorman area as major commercial redevelopment – The industrial area just north of the train tracks around Gorman Street has the opportunity to become commercial center given both its proximity to the Beltline, the ability to assemble parcels, and the depth of the lots. Intensity up to 7 stories can be backed up to the rail line.

Area for More Study - Vanderbilt Avenue

Through intensive public outreach, the project reached consensus on development character and design in many areas. One area that did not gain consensus and will require additional study is the area along Vanderbilt Avenue. Opinions range about which non-residential uses, what height, and which building types might be appropriate in this area. Additional study, including engagement with property owners, is necessary to determine if zoning in this area should change and how.

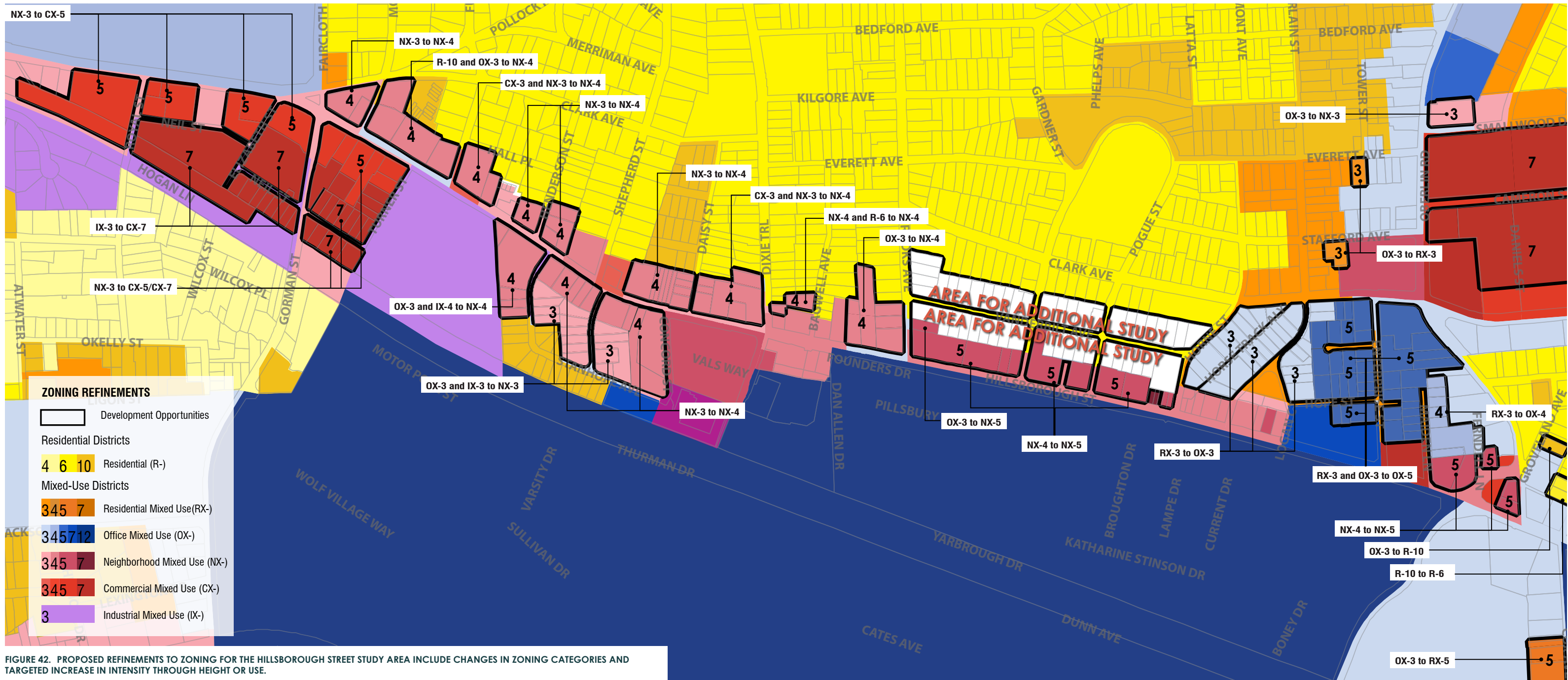


FIGURE 42. PROPOSED REFINEMENTS TO ZONING FOR THE HILLSBOROUGH STREET STUDY AREA INCLUDE CHANGES IN ZONING CATEGORIES AND TARGETED INCREASE IN INTENSITY THROUGH HEIGHT OR USE.

Zone for the Future

District 4 - Hillsborough Street



FIGURE 44. HILLSBOROUGH STREET - BEFORE



FIGURE 43. HILLSBOROUGH STREET - POTENTIAL REDEVELOPMENT ALONG HILLSBOROUGH STREET BASED ON 5 STORY NEIGHBORHOOD MIXED USE ZONING

7

Promote Quality Design

As is often said, the devil is in the details, particularly with urban development in complex physical contexts. In conjunction with zoning regulations, quality design should be promoted to elicit appealing redevelopment. The following design recommendations range from general policies down to street-level details. Many of these are included within the UDO regulations, but should continue to be emphasized and expanded for the purposes of quality design.

Transitions in Scale and Height

A clear goal is to protect single family neighborhoods. Transition policies, enforced by zoning, are in effect in neighborhood-adjacent areas of potential redevelopment. Figure 45 shows areas of potential redevelopment in purple, and the single family residential that is meant to be protected through the transition requirements. These zones protect the scale and feel of neighborhoods next to other uses. They also prevent encroachment, both physically and visually.

These policies would apply in Cameron Village in the following ways:

- North of the office district along Wade Avenue.
- West of Oberlin Road as mixed use transitions back to Oberlin Village.
- Along Smallwood Drive between the Cameron Village Shopping Center and the Cameron Village neighborhood.
- Between the current commercial banks on Clark Avenue and residences in Cameron Park.
- North of the office uses along Hillsborough Street transitioning to Cameron Park.
- Transitioning back from the new mixed use development along Hillsborough Street and Ashe Avenue.

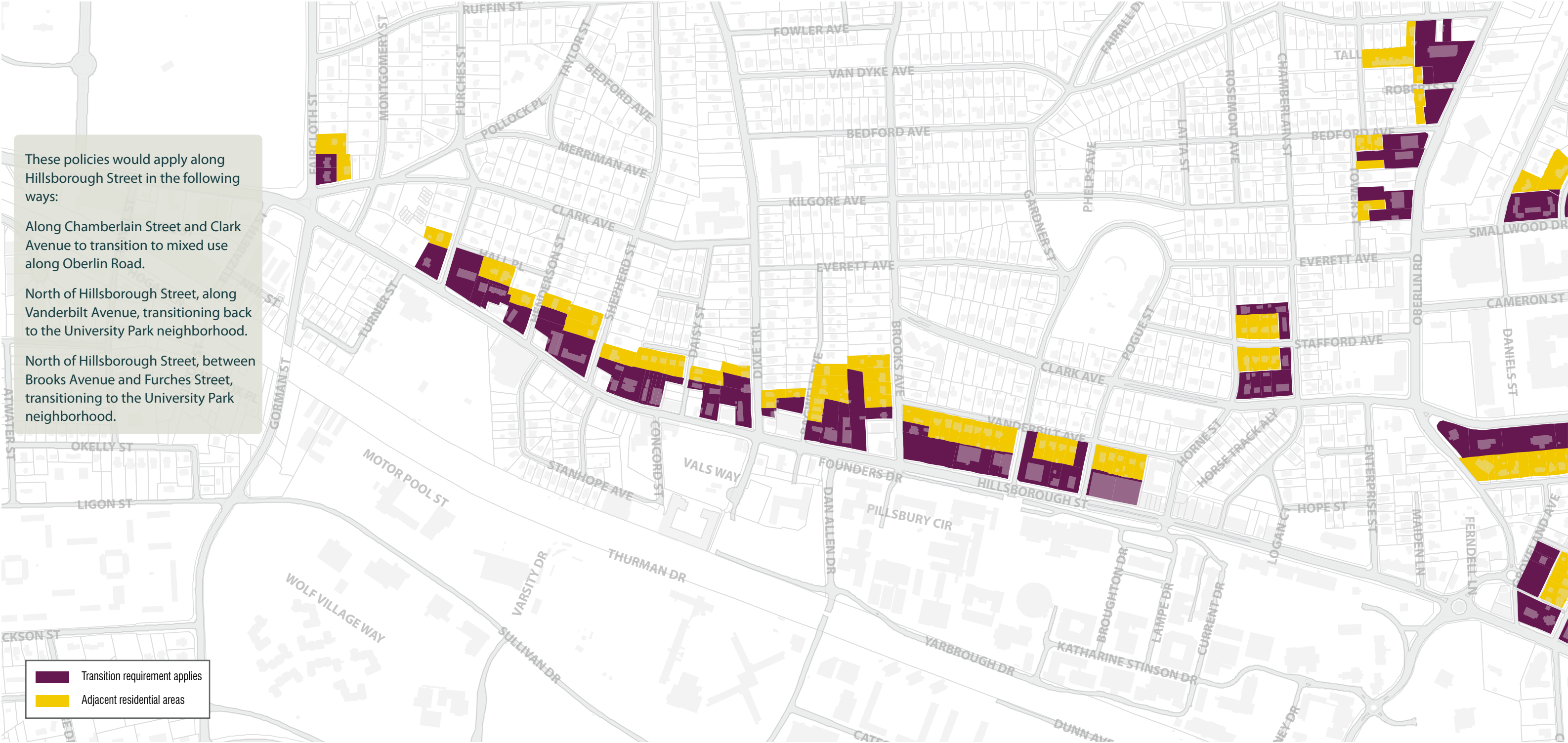


FIGURE 45. TRANSITION ZONES FOR THE CAMERON VILLAGE STUDY AREA

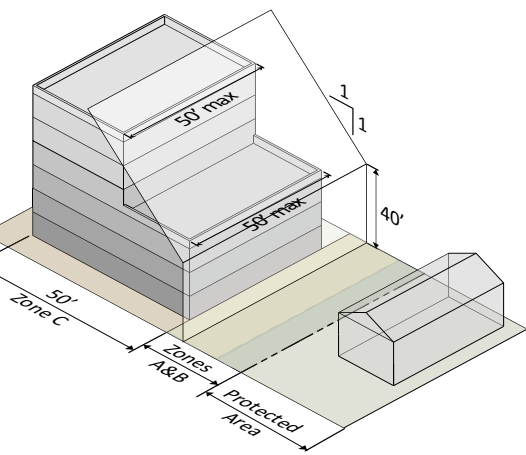
Promote Quality Design

Hillsborough Street

FIGURE 46. TRANSITION ZONES FOR THE HILLSBOROUGH STREET STUDY AREA



Promote Quality Design Detailing



VERTICAL TRANSITIONS TO SINGLE FAMILY NEIGHBORHOODS SHOULD BE NO GREATER THAN 45 DEGREES (IMAGE COURTESY OF RALEIGH UDO)

Applying Transition Zone Policy

The transitional height plane of 45 degrees required by the UDO allows larger buildings to step down in massing and height to areas with buildings of lesser height (i.e. single-family residential). By transitioning the height of the redevelopment down to nearly the height of the surrounding neighborhoods the heaviness of the building is dissipated. An example of a transitional height plane is shown in Figure 47 as the massing of a five to seven-story building steps down in height to meet three-story townhouses.

These transition zones will need to be coordinated with lot depths and setbacks. In very shallow lots it will be difficult to achieve both the height needed for redevelopment and allow for enough room to step down and transition in height to adjacent parcels. A minimum depth of approximately 200 feet is most able to accommodate effective transitions



FIGURE 47. EXAMPLE OF TRANSITIONAL HEIGHT PLANE



FIGURE 48. EXAMPLE OF BREAKING UP THE MASSING OF A LARGE BUILDING THROUGH UNDULATING FACADES AND INTEREST AT STREET-LEVEL

Breaking Down Large Buildings and Blocks

Design details can go a long way to humanizing a building, and help to break down large blocks. One of the major complaints of new large-scale developments is that they are creating a “canyon effect” in which the driver or pedestrian feels like the walls of the buildings on either side of them are closing in. This is often because a building has a long stretch of uninterrupted blank or uninteresting facade that is giving someone at ground level a feel of unease. There are several ways to allow for development without creating this negative effect. Provisions in the Unified Development Ordinance that regulate how a building meets the street:

- Urban Setbacks
- Ground Floor Heights

Other aspects of building form and design that are important to the feel of the street, but difficult to regulate:

- Individual or Apparent Building Widths
- Cornice Height Variation
- Undulating Facades
- Materials & Detailing

Emphasis on Individual or Apparent Building Widths

The average person has difficulty processing a single monolithic building that takes up all or most of a city block. Therefore, a useful guideline is to break up the larger building into what appear to be more reasonable buildings through changes of facades and setbacks (see Figure 48). This treatment can either work all the way through the building to help break up what would otherwise be a large development into smaller pieces, or it can be only an exterior treatment, while the functioning portion of the interior of the building still works as one whole.



FIGURE 51. MINIMAL FRONT BUILDING SETBACK PROMOTES WALKABILITY & INTERACTION



FIGURE 52. TALLER GROUND FLOOR HELPS EMPHASIZE PEDESTRIAN ZONE



FIGURE 49. STREET-LEVEL DOORS & WINDOWS MAKE FOR MORE PEDESTRIAN INTEREST

Undulating Facades

Hand in hand with showing apparent building widths is giving further variety to the exterior of the building by undulating the facade and having it come forward in some places and recess in others (see Figure 48).

Vary Cornice Heights

Not only should the facade push and pull forward and backward, but so too can the cornice and roofline rise and fall. This will continue the impression of an organic growth of a series of buildings. This can even be used as a selling point to provide semi-secluded terraces and roof decks.

Variation in Materials and Details Across Block Face

Varying materials can work on multiple scales. Similar to undulating the facade to break down the massing of a large building, changing the materials along a facade can help to imply separate buildings or delineate between uses or tenants. On a smaller scale using at least two or three materials in any facade can add visual interest the same way details will.

Urban Setbacks

In the urban context of the study areas, it is important for redevelopment to be pulled up close to the street with facades having no more than a 20-foot setback, as is required by most Urban Frontages defined in the UDO. By bringing the buildings up to the sidewalk, walkability and interaction are encouraged, and large amounts of unprogrammed buffer space are minimized.

Floor Heights

Floor heights, especially at street level, have a large impact on how the building is perceived. Per the UDO, more generous ground floor heights of at least 11 feet help to build a pedestrian zone in which buildings do not feel like they are weighing down or imposing. The remaining floors should have a minimum floor height of 9 feet to allow for at least a 7 foot ceiling height plus the interstitial structure.



FIGURE 50. FREQUENT BUILDING ENTRIES MAKE A BUILDING MORE INVITING

Street Level Activation

High-visibility of human action and interaction at the street level is an important facet of a pleasant streetscape and public realm. The Unified Development Ordinance regulates building form in several ways to promote street level activation:

Street Level Pedestrian Access

Frequent building entries from streets and sidewalks, rather than long stretches of blank walls, provide variety and interest for pedestrians at street level as well as acting as a safety feature. Per the UDO, there should be no more than 50 to 75 feet between building entrances.

Fenestration

In addition to the frequent placement of doors, having windows at street level increases visibility and adds interest, while encouraging interaction between pedestrians and ground-floor uses. Per the UDO, 50% of the building's facade at eye-level should be transparent doors or windows.

Minimize blank walls

Blank walls may cause a sense of discomfort or unease, and do nothing to contribute to the character of the building. Per the UDO, blank walls should not be allowed to stretch for more than 30 feet in any direction.

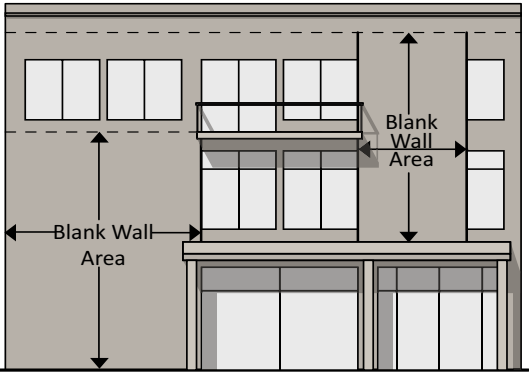


FIGURE 53. BLANK WALLS SHOULD BE MINIMIZED, EVEN IN UPPER FLOORS (IMAGE COURTESY OF RALEIGH UDO)

V Plan for Implementation

The true success of a plan is the degree for which it is advocated by its stakeholders and that it affects positive change. The recommendations outlined in this report represent a long-term vision for the Cameron Village and Hillsborough Street study areas. The implementation strategies outlined in this section contain a range of timeframes for projects that vary from short-term (within 5 years), mid-term (5-15 years), and long-term (over 15 years).

Market Success Factors

Market demand represents the amount of projected growth in areas such as number of households, additional commercial, or new office a geographic area will support based on things such as number of employers, quality of living, or schools. Raleigh has seen a great deal of growth over the past decade in response to returned interest of families and empty-nesters to live intown rather than in the suburbs. The study area is particularly attractive for growth because there is a good variety of housing types; there is good proximity and access to major employers and regional destinations; and the area is known for its strong neighborhood fabric.

Much of this study is based on the projected market demand over a 20 year span. The following numbers were used as a benchmark for potential growth. The intensity and types of development shown in the development scenarios were weighed against the projected 20 year market demand.

20-Year Market Demand	
Residential (dwelling units)	6,000 (avg. 300/year)
Retail Space (square feet)	400,000 – 600,000
Office Space (square feet)	500,000 – 750,000

Key market success factors include:

1. Tapping into multiple markets – street level retail to larger footprint retail towards the Beltline
2. Growing residential population close to commercial districts
3. Linking to Hillsborough Street and Cameron Village with pedestrian/bicycle connections and consider joint marketing efforts
4. Improving parking management, while simultaneously improving transit, bicycle, and pedestrian access
5. Increasing programming and events
6. Incentivizing storefront retail and dining



FIGURE 54. *EXAMPLE OF A SUCCESSFUL MIXED-USE DEVELOPMENT (MARKET COMMONS, ARLINGTON, VA)

Implementation Principles

Incremental Changes

In order to take advantage of limited and/or unknown funding and to adjust for changing market realities, implementation should be incremental by design. In that vein, having a variety of projects outlined in this study that are short-term, mid-term, and long-term will make the steps to the overall vision more manageable.

Leveraging & Cost Sharing

The vision for the Cameron Village and Hillsborough Street Small Area Plans is multi-faceted and comprehensive. Many of the big moves come with a large price tag in terms of both time and funding. As public sector funding will likely be limited, the use of public funds should be phased over time and positioned to leverage other funding sources including private sector investment, non-profit commitments (time and money), and outside grant monies.

Community Orientation

The implementation of this plan will take many years and will unfold incrementally. Periodic reviews of the overall vision against evolving design elements/projects and implementation priorities will keep the project on track, but flexible. These reviews should be done in open public forums and with community leaders in order to ensure ongoing and long-term compatibility with community desires. In the end, continued community support will be what keeps projects going and makes these Small Area Plans successful.

Community Indicators

20 Year Horizon



Informed Scenario Planning

A key aspect of the planning for Cameron Village and Hillsborough Street was the ability to do “scenario planning” on land use and circulation options. An analytical tool utilizing Community Viz software allowed the planning team to understand high level implications of proposed options through indicators for development and infrastructure impact.

In addition, a detailed Traffic Model was created for the immediate vicinity of the Cameron Village Shopping Center. It modeled future traffic volumes based on new development trip generation pulled from the Community Viz model balanced with operational improvement for traffic recommended in the Plans.

Analysis through Community Viz and the Traffic Model provided the following indicators over 20 years based on the recommendations of the plan:

- Recent development is heavily weighted to residential. The pattern of mixed use anchored by residential will continue this future growth and the total population would grow to almost 25,000 people.
- Average building height would grow, but still average four stories or less across much of the area.
- Density would rise from 10 dwelling units per acre to almost 18 dwelling units per acre, which approaches thresholds of density that could support more high frequency transit, such as promoted in the Wake County Transit Plan.
- While new residential development will not generate new K-12 students in the same proportion as traditional single-family development, it will over time create potential additional student-age populations in the area and should be monitored as to the impact on local schools.
- New development character is expected to produce additional trips. Vehicle trips are projected to increase, but not in the same proportion as existing development and vehicle trips. Instead, new development is expected to produce new pedestrian, bicycle, and transit trips at a higher rate than current development generates. The model makes a good guess at how much trip capture will go to pedestrian, bicycle, and transit trips, but it is an estimate; it needs continued monitoring to understand evolving trip allocation among modes. This number could be even higher as pedestrian, bicycle, and transit amenities are enhanced.
- Improvements to Smallwood/Bellwood/Peace/Clark and Smallwood/Bellwood/Nichols/Cameron are expected to build capacity in the vehicular network to support future growth. Oberlin Road is the defining constraint of the vehicular network in this area. The traffic model flags Oberlin Road, especially at the intersection with Clark Avenue, as an area that will need ongoing monitoring and management to keep things running smoothly.
- The plan provides projections for needed new utility and sewer improvements that can be upgraded over time.
- Economically, based on market demand and recent activity, it is estimated that the Cameron Village and Hillsborough Street area may see almost \$500 million in new residential and commercial investment in the next 10 years. This economic growth is estimated to add just over \$4 million annually in new property tax revenue to Wake County.

Community Indicators			
	Existing Condition	Current Future Condition*	Proposed Condition*
Total Population	12,030	19,527	24,691
Total Employment	14,452	15,864	19,415
Total Dwelling Units (du)	5,496	9,046	11,495
Average Building Height (stories)	--#	3.3	3.8
Average Density (du/acre)	10.05	14.16	17.62
Student Generation (K-12)	585	1,176	1,495
Net New Trip Generation (AM trips PM trips)	-- --#	2,548 3,997	4,320 6,581
New Utility Service Demand (water MGD sewer MGD)	-- --#	1.38 1.11	2.14 1.73

FIGURE 55. COMMUNITY INDICATORS

NOTES:
* = THE FUTURE YEAR CONDITION IN COMMUNITYVIZ ASSUMES DEMAND FOR NEW DEVELOPMENT USES AND INTENSITIES AS FOLLOWS: 6,000 NEW DWELLING UNITS, 700,000 NEW RETAIL SQ. FT., AND 925,000 NEW OFFICE SQ. FT.
= CONDITIONS WERE NOT MEASURED IN COMMUNITYVIZ FOR EXISTING TRAFFIC CONDITIONS, EXISTING BUILDING HEIGHT, OR EXISTING WATER AND SEWER DEMANDS.

Implementation Plan

The following implementation tables lay out a series of actions or projects that fulfill the objectives of the Small Area Plans. Timeframes referenced are as follows: Short-Term (within 5 years), Mid-Term (5-10 years), Long-Term (over 15 years), or Ongoing.

1 COMPLETE PEDESTRIAN AND BICYCLE NETWORKS						
DISTRICT IMPACT AREA	PROJECT	DESCRIPTION	LENGTH	APPROX. TOTAL COST*	IMPLEMENTATION AGENCIES	TIME FRAME
Objective: Clark, Everett, Kilgore pedestrian/bicycle corridor						
Identified priority streets for capital investments for Complete Streets (pedestrian, bicycle, and transit provisions and intersection upgrades) and streetscape improvements (street trees, lighting, landscaping, beautification, etc.) - assumed \$70 per linear foot for sidewalks, \$20,000 per mile for neighborhood bikeways, \$75,000 per mile for bicycle lanes						
2/3/4	Clark Avenue (west of Dixie Trail)	New/improved sidewalk in areas where they need improvement or do not exist	5000 LF	\$350k	Transportation	Short-Term
2/4	Everett Avenue (partial)		2900 LF	\$203k		
4	Kilgore Avenue		3050 LF	\$427k		
2/3/4	Clark Avenue (west of Dixie Trail)	New neighborhood bikeway (signage, markings, etc.)	0.5 MI	\$10k		
2/4	Everett Avenue		0.75 MI	\$15k		
4	Kilgore Avenue		0.6 MI	\$12k		
Objective: Neighborhood sidewalk improvements*						
City-Initiated Capital Projects - assumed \$70 per linear foot						
4/5	Brooks Avenue (partial both sides)	Minor improvements (e.g. additional sidewalks, minimal streetscape improvements, etc.)	3000 LF	\$210k	Transportation	Mid-Term
2/4/5	Clark Avenue (partial both sides east of Brooks Avenue)		6650 LF	\$465.5k		
1	Mayview Road extension (adjacent to Oberlin Court)		1050 LF	\$73.5k		
2/3	Oberlin Road (partial both sides)		2900 LF	\$203k		
2	Smallwood Drive (partial)		150 LF	\$10.5k		
1	Sonora Street (partial)		500 LF	\$35k		
1	Wade Avenue (partial)		2950 LF	\$206.5k		
Redevelopment-Initiated Projects						
4	Broughton Drive	Extension of minor improvements (e.g. additional sidewalks, minimal streetscape improvements, etc.)	1700 LF	NCSU triggered improvement		
4	Concord Street		3000 LF	Private Developer triggered improvement		
2	Cameron Street		450 LF	Regency triggered improvement		
5	Friendly Drive		750 LF	Private developer triggered improvement		

1						
DISTRICT IMPACT AREA	PROJECT	DESCRIPTION	LENGTH	APPROX. TOTAL COST*	IMPLEMENTATION AGENCIES	TIME FRAME
Multi-Use Bridges Over Rail						
District 3/4/5	Multi-Use bridge over rail line	Multi-use bridges (including pedestrian and bicycle circulation) over the rail line potentially at Concord Street, Friendly Drive, Broughton Drive, or within Pullen Park.	Transportation, Private Property Owners, Rail Company - (Number and cost to be determined through further analysis and engineering)			
Neighborhood-Initiated Projects - assumed \$70 per linear foot						
4	Horne Street	Minor improvements (e.g. additional sidewalks, minimal streetscape improvements, etc.) requested by property owners through the no-cost petition process	1400 LF	\$98k	Neighborhood-initiated, Transportation	By Request
4	Pogue Street		2800 LF	\$196k		
2	Stafford Avenue		100 LF	\$7k		
1	Van Dyke Avenue		1200 LF	\$84k		
1/2	Woodburn Road		1750 LF	\$122.5k		
Objective: Increased pedestrian/bicycle network connectivity						
4	Garden Place pedestrian/ bike passage (extension)	Extension of sidewalk and neighborhood bikeway to connect Enterprise Street to Chamberlain Street	450 LF	Private developer triggered improvement		
1	Glover Lane sidewalk (extension)	Extension of sidewalk and neighborhood bikeway along Glover Lane to Oberlin Road	550 LF			
1	Graham Street sidewalk (extension)	Extension of sidewalk and neighborhood bikeway to connect Graham St. to Bedford Ave.	1050 LF			
4	Hope Street sidewalk (extension)	Extension of sidewalk neighborhood bikeway to connect Hope Street to Park Drive	600 LF			
Objective: Oberlin Road / Wade Avenue interchange modifications						
The numbers below are for pedestrian and bicycle improvements only and do not include design and construction costs for modification to the vehicular street section - assumed \$70 per linear foot for sidewalks, and \$75,000 per mile for bicycle lanes						
District 1	Oberlin Road (from either end of Wade Avenue exit ramps)	Improved sidewalk	1200 LF	\$84k	Transportation	Mid-Term
District 1	Oberlin Road (from either end of Wade Avenue exit ramps)	New bicycle facility (signage, markings, etc.)	0.25 MI	\$18.75k		

* ASSUMES \$70 PER LINEAR FOOT FOR ALL NEW/IMPROVED SIDEWALKS, \$15,000 FOR MINOR INTERSECTION IMPROVEMENTS, \$20,000 FOR MODERATE IMPROVEMENTS, AND \$20,000 PER MILE FOR BICYCLE FACILITIES. SOME SAVINGS MAY BE CONSIDERED IF IMPROVEMENTS ARE DONE IN CONJUNCTION.

1

COMPLETE PEDESTRIAN AND BICYCLE NETWORKS cont.

DISTRICT IMPACT AREA	PROJECT	DESCRIPTION	LENGTH	APPROX. TOTAL COST*	IMPLEMENTATION AGENCIES	TIME FRAME
Objective: Neighborhood crosswalk improvements						
Minor Intersection Improvements - assume \$15,000 per intersection						
1	Daniels St. + Glover Ln.	Minor intersection improvements, including restriping, minimal signage, etc.		\$15k per intersection	Transportation	Ongoing
1/2	Sutton Dr. + Woodburn Rd.					
1	Van Dyke Ave. + Oberlin Rd.					
2	Clay St. + St Marys St.					
4	Horne St. + Clark Ave.					
4	Pogue St. + Clark Ave.					
4	Gardner St. + Clark Ave.					
4	Gardner St. + Everett St.					
4	Gardner St. + Kilgore Ave.					
4/5	Kilgore Ave. + Brooks Ave.					
5	Shepherd St. + Clark Ave.					
5	Furches St. + Clark Ave.					
5	Merriman Ave. + Clark Ave.					
5	Montgomery St. + Clark Ave.					
Moderate Intersection Improvements - assume \$20,000 per intersection						
1	Annapolis Dr. + Oberlin Rd.	Moderate intersection improvements, including restriping, more significant signage, etc.		\$20k per intersection	Transportation	Ongoing
1	Oberlin Rd. + Van Dyke Ave.					
2	Oberlin Rd. + Bedford Ave.					
2	Peace St. + St Marys St.					
3	Oberlin Rd. + Park Ave.					
3	Forest Rd. + Hillsborough St.					
4	Chamberlain St + Kilgore Ave.					
4	Chamberlain St + Everett Ave.					
4	Enterprise St. + Clark Ave.					
4/5	Brooks Ave. + Clark Ave.					
4/5	Everett Ave. + Brooks Ave.					
5	Kilgore Ave. + Dixie Trail					
5	Clark Ave. + Dixie Trail					
5	Dixie Trail + Everett Ave.					
5/6	Faircloth St. + Clark Ave.					
5/6	Faircloth St. + Gorman St.					

1

DISTRICT IMPACT AREA	PROJECT	DESCRIPTION	LENGTH	APPROX. TOTAL COST*	IMPLEMENTATION AGENCIES	TIME FRAME
Objective: Increased bicycle network connectivity						
Protected Bikeways - protected bicycle lanes that are physically separated from motor vehicle traffic - assume \$150,000 per mile for protected bike lanes						
1/2	St. Mary's Street (portions of)	New protected bikeway (including signage, thermoplastic (non-skid), and buffer, etc.)	0.5 MI	\$75k	Transportation	Mid-Term
5	Faircloth Street		0.5 MI	\$75k		Short-Term
5	Gorman Street		0.15 MI	\$22.5k		
Neighborhood Bikeways - neighborhood bikeways take advantage of streets with low-speed and low-volume traffic through on-street markings - assume \$20,000 per mile for neighborhood bikeways						
3	Benehan Street	New neighborhood bikeway (signage, markings, etc.)	0.3 MI	\$6k	Transportation	Mid-Term
3	College Place		0.3 MI	\$6k		
3	Cox Avenue		0.25 Mi	\$5k		
3	Dexter Place		0.1 Mi	\$2k		
3	Forest Road and Drive		0.4 MI	\$8k		
2	Johnson Street		0.3 MI	\$6k		
1	Mayview Road extension		0.2 MI	\$4k		
1	Nichols Drive		0.2 MI	\$4k		
3	Park Avenue and Drive		0.3 MI	\$6k		
1	Sonora Street		0.1 Mi	\$2k		
2	Sutton Drive		0.4 MI	\$8k		
2/3	Woodburn Road		0.3 MI	\$6k		
Bicycle Lanes - dedicated bicycle lanes are specially marked, and adjacent to motor vehicle lanes - assume \$75,000 per mile for bicycle lanes						
4	Brooks Avenue	New bicycle lanes (signage, markings, etc.)	0.8 MI	\$60k	Transportation	Mid-Term
2	Cameron Street		0.3 MI	\$22.5k		
2/4	Clark Avenue (partial)		0.3 MI	\$22.5k		
1/2	Daniels Street		0.2 MI	\$15k		
1/2/3	Oberlin Road (partial)		0.4 MI	\$30k		
2	Smallwood Drive		0.2 MI	\$15k		
2	Woodburn Road (partial)		0.2 MI	\$15k		
Multi-Use Bridges Over Rail						
District 3/4/5	Multi-Use bridge over rail line	Mutli-use bridges (including pedestrian and bicycle circulation) over the rail line potentially at Concord Street, Friendly Drive, Broughton Drive, or within Pullen Park.		Transportation, Private Property Owners, Rail Company - (Number and cost to be determined through further analysis and engineering)		

1

COMPLETE PEDESTRIAN AND BICYCLE NETWORKS cont.

DISTRICT IMPACT AREA	PROJECT	DESCRIPTION	LENGTH	APPROX. TOTAL COST*	IMPLEMENTATION AGENCIES	TIME FRAME
Objective: Chamberlain Street pedestrian/bicycle corridor						
Enhanced bicycle and pedestrian connections from Hillsborough Street to the playing fields at Jaycee Park - assumed \$70 per linear foot for sidewalks and \$20,000 per mile for neighborhood bikeways						
1/2/3/4	Chamberlain Street (partial)	Minor improvements (e.g. additional sidewalks, minimal streetscape improvements, etc.)	5800 LF	\$406k	Transportation	Mid-Term
1/2/3/4	Chamberlain Street (partial)	New neighborhood bikeway (signage, markings, etc.)	0.8 MI	\$16k		
Objective: Gardner Street pedestrian/bicycle corridor						
Enhanced bicycle and pedestrian connections between Gardner Street Trail, Isabella Cannon Park, Rose Garden & Raleigh Little Theatre, Hillsborough Street commercial, NCSU, and Rocky Branch Trail - assumed \$70 per linear foot for sidewalks and \$20,000 per mile for neighborhood bikeways						
4	Gardner Street (north of Everett Avenue)	Continued support of the Capital Area Greenway Improvements		Transportation		Ongoing
4	Gardner Street (Everett Avenue to Hillsborough Street)	New/Improved bicycle facility (including signage, thermoplastic (non-skid), and buffer, etc.)	0.25 MI	\$5k	Transportation	Mid-Term
4	Gardner Street (south of Hillsborough Street	Extension of bicycle facility improvements		NCSU triggered development		
Objective: Daniels Street pedestrian/bicycle corridor						
Enhanced bicycle and pedestrian spine along Daniels Street - assumed \$70 per linear foot for sidewalks and \$75,000 per mile for bicycle lanes						
1/2	Daniels Street (Smallwood to Wade)	Minor improvements (e.g. additional sidewalks, minimal streetscape improvements, etc.)	1450 LF	\$101.5k	Transportation	Mid-Term
1/2	Daniels Street (Smallwood to Wade)	New neighborhood bikeway (signage, markings, etc.)	0.5 MI	\$10k	Transportation	Mid-Term
2	Daniels Street (Clark to Smallwood)	Extension of minor improvements (e.g. additional sidewalks, new bike lanes, minimal streetscape improvements, etc.)	2100 LF	Regency triggered improvement		

1

DISTRICT IMPACT AREA	PROJECT	DESCRIPTION	LENGTH	APPROX. TOTAL COST*	IMPLEMENTATION AGENCIES	TIME FRAME
Objective: Enterprise Street pedestrian/bicycle corridor						
Enhanced bicycle and pedestrian spine along Enterprise Street to connect Hillsborough Street to Cameron Village- assumed \$70 per linear foot for sidewalks and \$20,000 per mile for neighborhood bikeways						
District 4	Enterprise Street sidewalk	Minor improvements (e.g. additional sidewalks, minimal streetscape improvements, etc.)	1900 LF	Private developer triggered improvement		
District 4	Enterprise Street bicycle facility	New neighborhood bikeway (signage, markings, etc.)	0.2 MI			
Objective: Dixie Trail pedestrian						
Enhanced bicycle and pedestrian spine along Dixie Trail - assumed \$70 per linear foot for sidewalks and \$75,000 per mile for bicycle lanes						
District 5	Dixie Trail (Hillsborough to Kilgore)	Minor improvements (e.g. additional sidewalks, minimal streetscape improvements, etc.)	2700 LF	\$189k	Transportation	Mid-Term
District 5	Dixie Trail (Hillsborough to Kilgore)	New bicycle lanes (signage, markings, etc.)	0.20	\$75k		
District 5	Friendly Drive (portions of)	Extension of minor improvements (e.g. additional sidewalks, minimal streetscape improvements, etc.)	1500 LF	Private developer triggered improvement		

2 IMPROVE AND EXPAND PARKS + OPEN SPACE

IMPACT AREA	PROJECT	DESCRIPTION	IMPLEMENTATION AGENCIES
Objective: Neighborhood park improvements			
District 1	Latta House and University Site improvements	General improvements and deferred maintenance to existing public park, as well as treatment of historic/cultural resources in line with Raleigh's Parks, Recreation and Cultural Resources' System Plan.	Parks, Recreation and Cultural Resources, Raleigh Historic Development Commission
District 1	Historic Oberlin Cemetery enhancements	Enhancements and preservation to the Historic Oberlin Cemetery cultural and historical resource.	Friends of Oberlin
District 1	Jaycee Park improvements	General improvements and deferred maintenance to existing public park in line with Raleigh's Parks, Recreation and Cultural Resources' System Plan.	Parks, Recreation and Cultural Resources
District 2	Chamberlain Park improvements		
District 2	Smallwood Park improvements		
District 2/3	Edna Metz Wells Park improvements		
District 3	Forest Park improvements		
District 3	West Park improvements		
District 3	Pullen Park improvements		
District 4	Compiegne Park improvements		
District 4	Isabella Cannon Park improvements		
District 5	Pollock Park improvements		
District 5	Merriman Park improvements		
District 4	Rose Garden and Raleigh Little Theatre improvements	General improvements and deferred maintenance to existing public park in line with Raleigh's Parks, Recreation and Cultural Resources' System Plan.	Parks, Recreation and Cultural Resources

2

IMPACT AREA	PROJECT	DESCRIPTION	IMPLEMENTATION AGENCIES
Objective: Potential for future community space or shared public use of private facilities			
District 2	Cameron Village Shopping Center Plaza	Potential plaza space, either temporary or permanent, within the Cameron Village Shopping Center that would be open and accessible to the public.	York Properties, Regency
District 4	Compiegne Park extension to Hillsborough Street	Use of 1 parcel of private property on Hillsborough Street to enhance the connection to Compiegne Park and to be used as a small public plaza or gathering space for Hillsborough Street events.	Private developer
Emerging District	Plaza/Open Space within Gorman Street redevelopment	Potential plaza or open space within any major redevelopment around the Gorman - Hillsborough Street intersection that would be open and accessible to the public.	Private developer
District 2	Broughton High School Shared Use	Shared public use of Broughton High School athletic fields when not in use, on the weekends, or during the summer break.	Broughton High School
District 3	Wiley Elementary Shared Use	Shared public use of Wiley Elementary athletic fields when not in use, on the weekends, or during the summer break.	Wiley Elementary
District 3	YMCA	Shared public use of YMCA outdoor spaces when not being used for programmed activities.	YMCA
District 4/5	NCSU	Shared public use of NCSU outdoor spaces when not being used for programmed activities.	NCSU
Objective: Continued support of greenway connector improvements			
<i>A proposed neighborhood greenway trail connecting the Beaver Dam, Reedy Creek, and Rocky Branch Trails along Faircloth and Gorman Streets</i>			
5	Gorman Street (Rocky Branch Trail to Hillsborough Street)	Continued support of the Capital Area Greenway Improvements	Transportation
5	Faircloth Street (Hillsborough Street to Wade Avenue)	Continued support of the Capital Area Greenway Improvements	Transportation
<i>A proposed greenway connector trail connecting the Rose Garden and Raleigh Little Theatre to Pullen Park along a possible combination of Clark Avenue and Enterprise Street</i>			
4	Rose Garden and Raleigh Little Theatre to Pullen Park connector	Continued support of the Capital Area Greenway Improvements	Transportation

3 INCREASE TRANSIT OPTIONS			
IMPACT AREA	PROJECT	DESCRIPTION	IMPLEMENTATION AGENCIES
Objective: Continue to improve the coordination between systems			
Areawide	Coordination between transit systems	Ongoing coordination between GoRaleigh, GoTriangle, and NCSU Wolfline to reduce the overlap in routes, continue to align schedules, and provide the best possible coverage.	GoRaleigh, GoTriangle, NCSU Wolfline
Objective: Consolidation of and improvements to some stops			
Areawide	Consolidate the number of transit stops	By reducing and consolidating the number of transit stops based on proximity and ridership trip times can be reduced.	GoRaleigh, GoTriangle, NCSU Wolfline
Areawide	Improve transit stops	Improve stops by changing out or adding up-to-date site furniture and trash receptacles include a covered shelter and bicycle racks, increase lighting, remove impediments to visibility, and include transit technology (e.g., electronic route display, message board, next bus tracking, etc.) and public art to some key stops.	GoRaleigh, GoTriangle, NCSU Wolfline
Objective: Continue to strategically increase frequency			
Areawide	Increase transit frequency	Continue to work towards 15-minute headways on all routes to encourage ridership	GoRaleigh, GoTriangle, NCSU Wolfline
Objective: Continue to utilize technological improvements			
Areawide	Utilize transit technology	Increase the use of transit technology to make transportation more flexible, including on-demand routing, ridership apps for smartphones, signal pre-emption, etc.	GoRaleigh, GoTriangle, NCSU Wolfline, Transportation
Objective: Work with employers and groups of employers to use transit			
Areawide	Work with employers to encourage transit use	Coordinate with employers to encourage transit use in their employees by providing bus passes or offsetting costs of transit use, incentivize van-sharing, carpooling, and telework, etc.	Major employers, GoRaleigh, GoTriangle, NCSU Wolfline
Objective: Implement the Wake County Transit Plan recommendations for the area			
Areawide	Increase the use of transit through planning	Continue to support recommendations outlined in the Wake County Transit Plan	GoRaleigh

4 DISTRIBUTE AND CALM TRAFFIC				
IMPACT AREA	PROJECT	DESCRIPTION	IMPLEMENTATION AGENCIES	TIME FRAME
Objective: New road connection improvements				
District 1	Oberlin Road -Wade Avenue connection (near Right Time Kids and Oberlin Court)	Currently accessible by vehicle. Requires crossing two speed humps and passing through parking lots. Formalizing this connection would minimally impact parking for commercial areas, but would potentially impact parking for residences near Wade Avenue. Existing physical constraints make this a long-term connection dependent on private redevelopment in order to be realized. Would include a two-lane drive, bicycle facility, and pedestrian zone.	Transportation, Private Property Owners	Mid-Term, Dependent on Private Development
District 1	Glover Lane extension	Connection through Glover Lane extension to Oberlin Road; impacts structures. Would include a two-lane drive, bicycle facility, and pedestrian zone.		
District 1	Graham Street extension	Viability depends on new development; currently would impact parking area and two multifamily apartment buildings. Would include a two-lane drive, bicycle facility, and pedestrian zone.		
District 2	Daniels Street returned to public right-of-way	Daniels Street be reestablished as public right-of-way and streetscape/landscape improvements be made along the length of the street, but, primarily focused on the segment between Clark and Smallwood. It would also potentially have the flexibility to be temporarily closed and used as a plaza for community events.	Transportation, Regency	
District 4	Park Drive extension to Enterprise Street	Viability depends on redevelopment; currently would impact an office, a parking area and two-three residential buildings. Would include a two-lane drive, bicycle facility, and pedestrian zone.	Transportation, Private Property Owners	
Objective: Road realignment improvements				
District 2	Smallwood/Peace/Cameron modifications	Clark/Smallwood/Peace Street to be realigned to allow the through travel to be accommodated along Smallwood Drive. The Cameron Street and Sutton Drive intersection would be redesigned to create a single four-way intersection, eliminating the bad skew along Sutton and the redundant intersection at Smallwood/ Cameron Street.	Transportation, Private Property Owners	Mid-Term

4DISTRIBUTE AND CALM TRAFFIC cont.

Objective: Operational improvements				
District 1	Oberlin Road - Wade Avenue interchange improvements	Improved to a 2-lane divided (brick or plantable median) with dedicated bicycle lanes. High visibility crosswalks, new sidewalks to fill gaps, pedestrian countdown signals, median refuge, and pedestrian lighting would provide adequate traffic calming and safety enhancements for pedestrians, bicyclists, and drivers alike. To enhance pedestrian and cyclist safety, the southbound continuous right turn lane would be replaced with right turn bays. Drivers would be required to yield to pedestrians at all intersections and ramps.	Transportation	Mid-Term
District 1	Oberlin Road - Van Dyke Avenue intersection improvements	Improvements to the intersection at Van Dyke Avenue and Oberlin Road including traffic calming and safety enhancements for pedestrians, bicyclists, and drivers		
District 2/3/4	Oberlin Road - Clark Avenue intersection improvements	The section of Oberlin between Clark and Smallwood be improved to a 2-lane divided with dedicated bicycle lanes and parking (approximately 30 new spaces) on the south side. High visibility crosswalks, pedestrian countdowns, landscaping, median refuge, and pedestrian lighting would provide adequate traffic calming and safety enhancements for pedestrians, bicyclists, and drivers alike. Study the removal of left turn lanes on Oberlin Road – northbound and southbound – turning left onto Clark Avenue.		
District 1	Daniels Street - Wade Avenue intersection improvements	Recommended that the City also investigate and evaluate installing a new signal at Wade Avenue/Daniels Street to allow secondary access for local residents and allow safe passage for vehicles, pedestrians, and bicyclists that desire to cross and access Wade Avenue. In order for this signal to be functional, it would have to be coordinated with the existing pedestrian signal at the crest of the hill (at State Employees Credit Union) on Wade Avenue due to sight distance limitations.		
Objective: Hillsborough Street phases 3, 4, & 5				
District 3/4/5/ Emerging	Hillsborough Street improvements	Continued outside previous and ongoing streetscape planning efforts exist separate from this study.	Transportation	

5PLAN FOR ADEQUATE AND ACCESSIBLE PARKING

IMPACT AREA	PROJECT	DESCRIPTION	IMPLEMENTATION AGENCIES
Objective: Hillsborough Street surface parking lots & on-street meters			
District 4/5	Actively manage on-street parking	Evaluate on-street metered parking rates and collection time lengths.	Transportation
Areawide	Manage Off-Street Parking More Effectively	Encourage private property owners to rent out their parking lots when not in use either through a third-party parking management company or through meters.	Private property owners
Areawide	Conduct a thorough re-design of both on-street and off-street parking areas	Making better use of near-corner areas as well as redesigning some private lots through conversion of two-way aisles to one-way aisles, consolidating parking areas, etc.	
District 4/5	Expand on-street metered parking areas	Phase in metered parking along the side streets coming off of Hillsborough Street.	Transportation
Objective: Leverage existing parking policy			
Areawide	Modify parking policies for redevelopment	Encouraging joint use parking between complimentary uses; requiring lease of parking spaces within a radius of new developments; and other shared parking arrangements for redevelopment sites.	Transportation, City Planning
Objective: Parking signage & technology			
Areawide	Clarify parking signage and restrictions	Simplify parking signage within residential neighborhoods, as well as create a clearer system of signs leading to public parking.	Transportation
Areawide	Utilize parking technology	Work with a private sector partner(s) to create an easily accessible database of parking within both the core of the City and throughout the Hillsborough Street / Cameron Village area.	
Objective: Public parking in new private parking decks			
Areawide	Incorporate parking into new developments	Parking should be incorporated into private new development and redevelopment wherever possible, additional, structured parking should be considered in this location as well.	Private property owners
Areawide	Create and manage new structured parking	The City may choose to partner with private developers to create shared parking decks. Strong management of the available spaces will be needed in order to help recoup a portion of the substantial costs of constructing and maintaining the structure.	Dependent on Private Redevelopment

6 ZONE FOR THE FUTURE			
IMPACT AREA	PROJECT	DESCRIPTION	IMPLEMENTATION AGENCIES
Objective: Refine zoning as projects apply for rezoning			
CV/HS	Zoning refinement	Refine the Unified Development Ordinance Zoning as projects come up for redevelopment on a parcel by parcel basis based on the proposed zoning changes laid out in this report.	City Planning

7 PROMOTE QUALITY DESIGN			
IMPACT AREA	PROJECT	DESCRIPTION	IMPLEMENTATION AGENCIES
Objective: Breaking down large buildings and blocks			
Areawide	Emphasis on individual or apparent building widths	Explore the development and feasibility of regulations that would require large scale new development to break up the appearance of single monolithic structure through targeted design treatments.	City Planning
	Undulate facades		
	Vary cornice heights		
	Variation in materials and details across block face	Explore the development and feasibility of regulations that would require large scale new development to break up the appearance of single monolithic structure by varying materials.	
Objective: Explore local recognition of historic resources			
District 1	Historic recognition for Oberlin Village and Historic Oberlin Village Cemetery	Increase wayfinding and informational signage, and access to the Oberlin Village neighborhood and its resources, including the Historic Oberlin Village Cemetery.	Friends of Oberlin, Raleigh Historic Development Commission
Areawide	Historic recognition for properties associated with NCSU	Increase wayfinding and informational signage, and access to the historic properties associated with NCSU. Pursue landmark or National Register designation for historic resources.	Parks, Recreation and Cultural Resources, Raleigh Historic Development Commission

Appendices

Appendix A – Issues and Opportunities Report

Appendix B – Phase 1 Input Summary

Appendix C – Phase 2 Cameron Village Charrette Input Summary

Appendix D – Phase 2 Hillsborough Street Charrette Input Summary

Appendix E – Phase 3 Input Summary

Appendix F - Community Indicators

